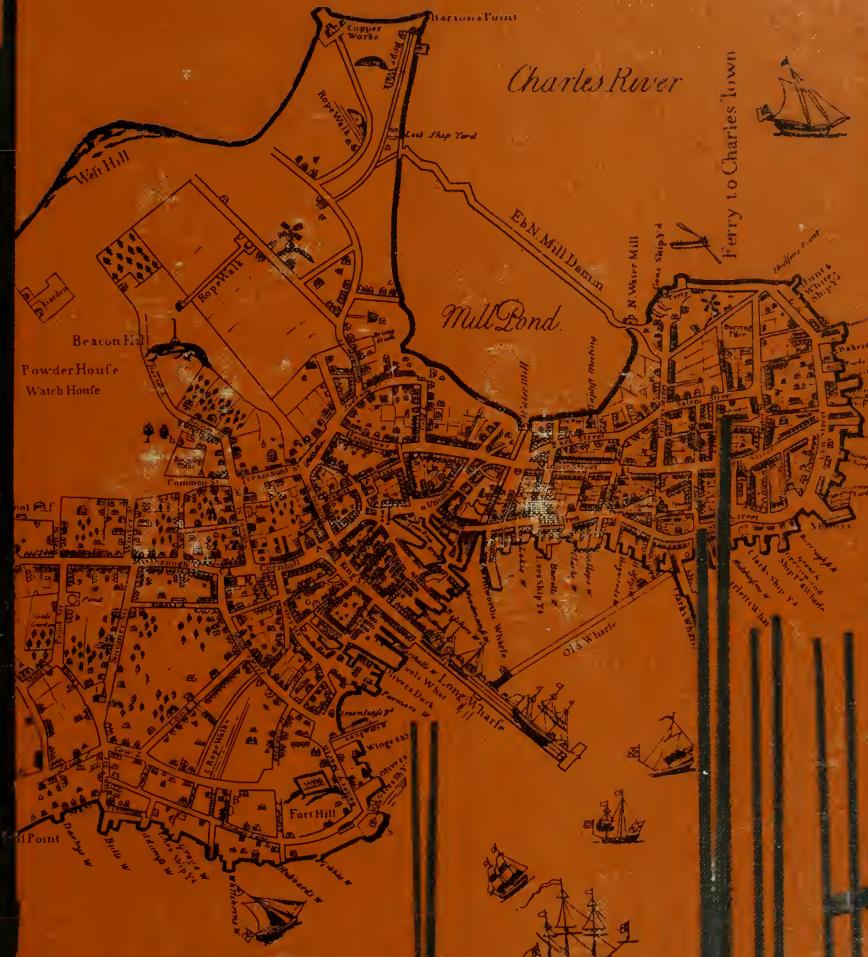
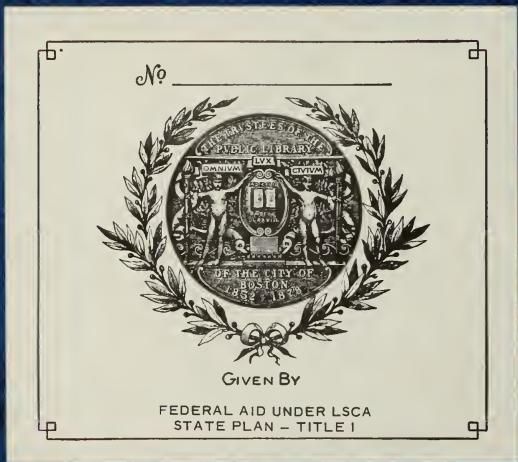


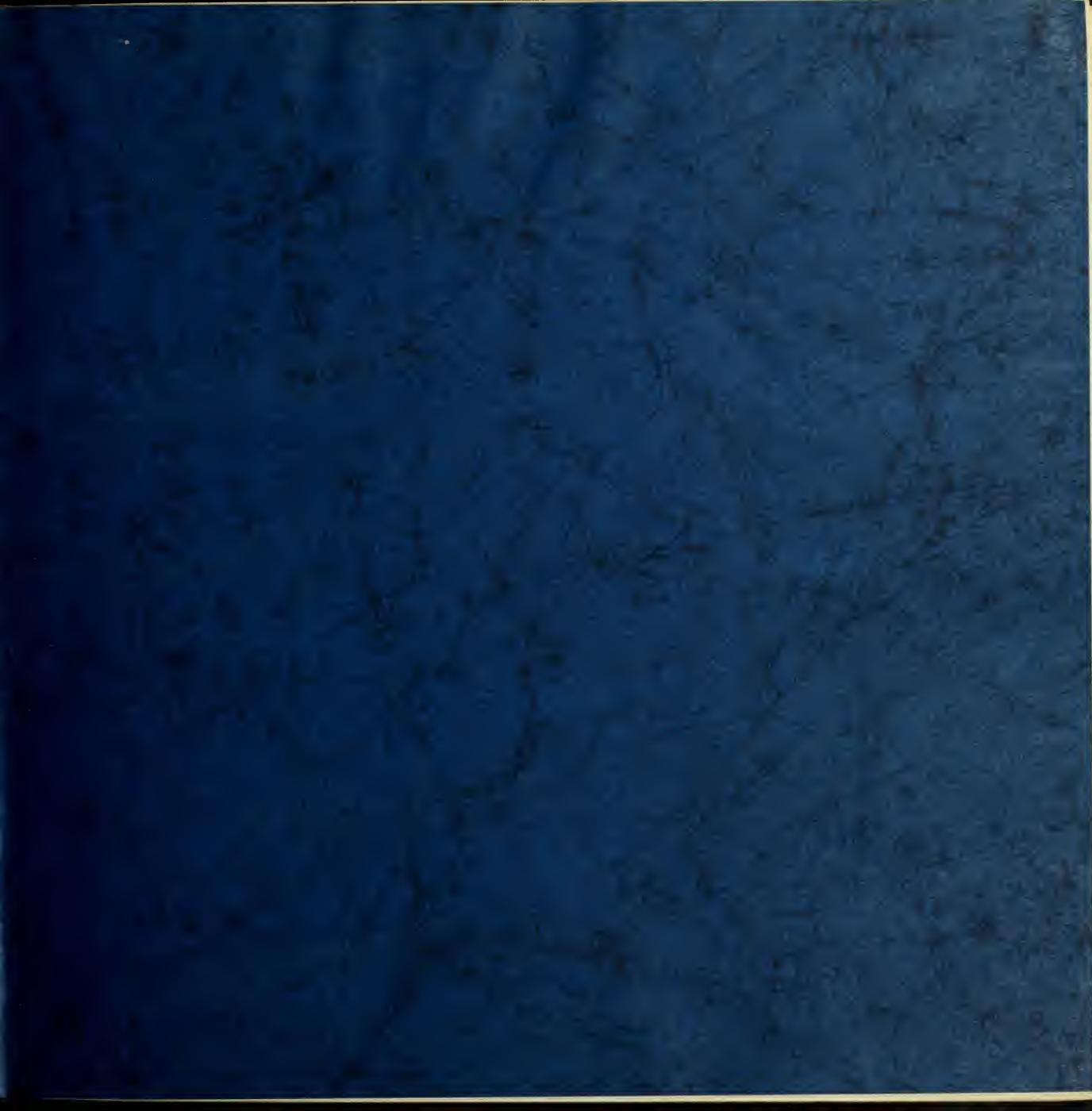
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Honorable John F. Collins
Mayor of the City of Boston



BOSTON
REDEVELOPMENT
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FEDERAL AID UNDER LSRA
STATE PLAN — TITLE I

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Table of Contents / The page index for Chapter II, "Boston's Historical Patterns of Development," page 10, through Chapter III, "A Regional Framework for Boston's Design: The Choice for Boston," page 36, is incorrect, and should read instead: 7; 10; 13; 19; 22; 26; and 31.

Page 6 / The date, 1965, in the photo captions on the Government Center Urban Renewal public hearing and the New Boston City Hall groundbreaking should be 1963.

Page 45 / The key color blocks in the chart, "Percent Distribution of Existing and Proposed Land Use Acreage, City of Boston, 1960, 1975," (Figure IV-2), should be reversed.

Page 92 / The key color blocks in the chart, "Distribution of Employment in Downtown Boston, by Major Activity, 1957, Estimated 1975," (Figure IX-3), should be reversed.

Page 96 / "Exciting" should read "Existing" in the legend for Figure IX-9, "Plan for Commerce and Industry".

Page 116 / The legend block for collector-distributor roads in Figure X-9, "Plan for Roadway Circulation," should be gray, as it is in the legend for Figure X-10, "Plan for Regional Core Roadways and Parking."

Page 143 / The following paragraphs should be read with the discussion on recommended sites for a World's Freedom Fair in Boston in 1975:

"Intensive World's Fair planning and feasibility studies, concluded during the printing of the Plan, indicate that Thompson Island, in Dorchester Bay, should be given specific consideration as a possible, primary site for the Fair.

"Separated from the Squantum peninsula by only 1,500 feet of shallow water and tidal flats, the 170-acre island could be enlarged to about 400 acres and joined to the mainland by land fill, thus creating a highly suitable area for permanent recreational and residential reuse larger than the Back Bay. A dam and roadway could also be constructed between the island and Columbia Point, which would create a constant-level, all-year boat basin at the mouth of the Neponset River, while improving the accessibility both of the Fair site and of Columbia Point. Other significant new development in the vicinity of Dorchester Bay would then be given tremendous impetus, including shoreline recreation recommended in Chapter VII (pp. 74-75) and industrial and public facility construction recommended in Chapter III (p. 39) for the Neponset Satellite Core."



The Honorable John F. Collins, Mayor
City of Boston
City Hall
Boston, Massachusetts

Dear Mayor Collins:

We are pleased to transmit to you herewith the Redevelopment Authority's "1965/1975 General Plan for the City of Boston, March, 1965." The General Plan was initially unveiled before the public on November 23, 1964 at a general meeting of the Mayor's Citizens Advisory Committee on Community Development, and it was adopted by the Authority at its meeting of December 17, as an interim guide, pending adequate public review and appropriate revisions. Having completed broad distribution of the draft documents, several public exhibitions of the Plans, and numerous other discussions, the Authority has found a very favorable public reaction. Accordingly, at its meeting of March 11, 1965, the Authority adopted the revised text and maps as the official master plan of the City of Boston.

The General Plan is a statement of the policies and programs which are intended to guide the development of the City of Boston from now until 1975. This document sets forth these policies and programs; its text and maps constitute the Plan. Special emphasis in the Plan is given to the Regional Core, this being the area of the City of primary significance to both the residents of the City and the broader interests of the metropolitan area.

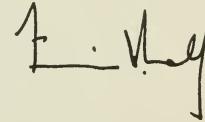
This plan is not immutable. It is anticipated that it will be amended from time to time to meet changing circumstances.

It should also be emphasized that this plan is general. Its detailing is already in process and will continue, through adoption of urban renewal plans; of the development programs of other agencies; of the results of more specific studies, such as the Capital Improvements Program; and as a result of the many significant contributions which private citizens and enterprises are making to the City's future.

The Plan has been prepared in conformity with the provisions of Chapter 652 of the Acts of 1960. That legislation, designating the Redevelopment Authority as Boston's planning board, incorporated a 1952 city ordinance which assigned to the City Planning Board a General Plan function.

The 1952 ordinance set the aims of the City's General Plan as the promotion of the coordinated improvement and development of the City, and the promotion of the health, safety, and welfare of its inhabitants. We believe that this General Plan amply fulfills both purposes, and we are pleased to commend it to your consideration at this time.

Sincerely,



Monsignor Francis J. Lally
Chairman,
Boston Redevelopment Authority

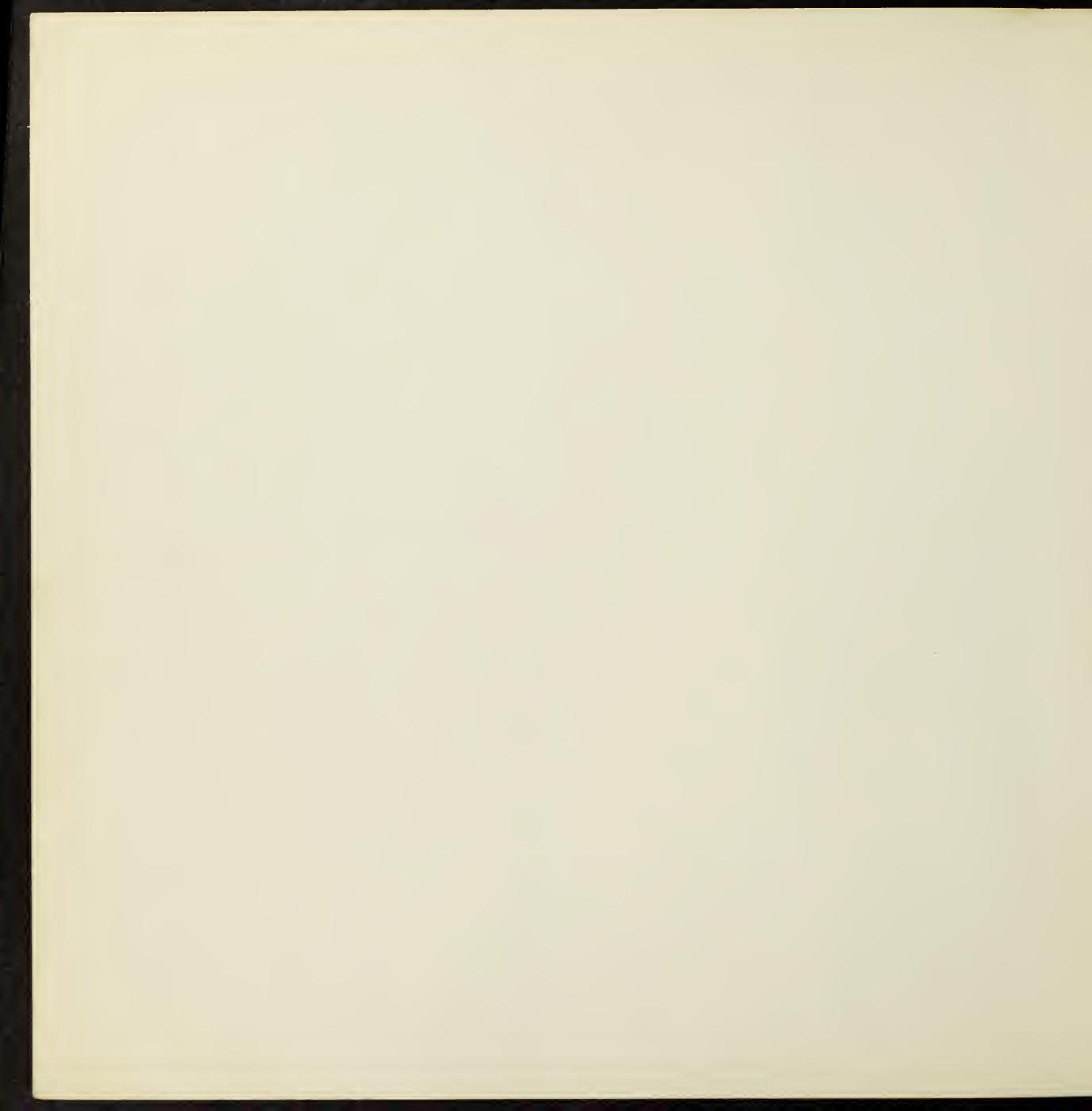


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CHAPTER I

THE ROLE AND NATURE
OF THE GENERAL PLAN

Five years ago, through the establishment of a fifteen-year Development Program, Boston made the decision to end its physical decline and to strengthen those unique assets which have made it the "City of Ideas." The 1965/1975 General Plan for the City of Boston and the Regional Core is a statement of how this might be done. The product of five years' experience with the Development Program, the Plan begins with advances already made in Boston's renewal, synthesizes and reconciles a variety of existing plans for further advances, and, by virtue of its close ties to Boston's action-oriented Urban Renewal and Capital Improvements programs, provides standards and objectives for public and private development in the metropolitan Region, which, though ambitious, should be attainable within the next ten years.



THE BOSTON TEA PARTY, OFF GRIFFIN'S WHARF, DECEMBER 16, 1773

INTRODUCTION: THE BOSTON DEVELOPMENT PROGRAM

To its many natives, visitors, and friends, Boston is synonymous with advanced instruction in the sciences and the humanities, unparalleled natural and architectural endowments, and with leadership in economic enterprise and cultured, graceful living. But, no less than other old American cities, Boston, the "City of Ideas," has had its share of troubles: economic stagnation; antiquated public services; an inadequate transportation system; loss of population; deteriorating housing; and extensive commercial and industrial blight, to name a few. By mid-century, in contrast to growth and prosperity in other parts of the Region, Boston had the appearance of a city that had already seen its best years. It was faced with the choice of either resigning its place of leadership or of rebuilding from its foundations.

The Boston Development Program, established in 1960 by Mayor John F. Collins, represented a clear choice for rebuilding. Its highest aim was / and is / to strengthen those unique assets which have made Boston throughout its history the City of Ideas. It was conceived not as a piecemeal approach to a few urgent problems, but as a City-wide attempt to treat both the causes and major symptoms of Boston's physical decline. Its resources range from federal Urban Renewal funds to the funds individuals invest in the rehabilitation of their homes; its tools range from slum clearance to architectural design review. Funds, effective administrative collaboration, political support, and, most important, the willingness of the people themselves to carry it out / the everyday requirements for getting things done / are its only limitations.

CHAPTER I 1

THE ROLE AND NATURE OF THE GENERAL PLAN

FUNCTIONS OF THE 1965/1975 GENERAL PLAN FOR BOSTON

Today, in an era of soaring social, cultural, political, and economic aspirations, it is certain that a lesser approach could not stand up to the powerful forces which produced the City's decay. And, in fact, the builders of the New Boston have already begun to harness twentieth century potentials for creative city building, boldly, with foresight, and on broad frontiers.

The main function of this text, with accompanying tables, charts, maps, and other graphic illustrations the 1965/1975 General Plan for the City of Boston / is to provide an equally general, ambitious, but realizable statement of policies and objectives for Boston's renewal. Not as a static vision of the Boston of Tomorrow, but as a statement of concrete proposals, the Plan attempts to give explicit direction to the ideals that underlie the Development Program.

2



Figure I-1. Kallmann, McKinnell & Knowles, architects, in association with Campbell & Aldrich, architects
Wm. J. LeMessurier Associates, Inc., engineers

Figure I-1. Boston's new City Hall: symbol of public leadership in the revival of private confidence in the City.

To this end, it combines for the first time current choices among long-range goals for the Development Program, means by which they may be achieved, and standards by which they may be appraised. Comprehensive in scope and depth, the Plan deals with Regional as well as City land-use and transportation design, and private as well as public potentials for investment, thereby increasing the ability of planners to calculate the effect of individual projects, ideas, and decisions on the City as a whole. Its publication at this time is intended to instill confidence in the people of Boston that their efforts to rebuild their City have ended its decline, and will in the future preserve and strengthen its historic character.

Successor to the General Plan for Boston, Preliminary Report, 1951, which was amended in 1960 by the Plan for the Central Business District, this Plan has an important place in the administrative machinery of the Development Program. It provides:

- 1 / Comprehensive, long-range standards with which land assembly and redevelopment projects must comply for state approval;
- 2 / Guidelines for revisions of the City's zoning map and standards for passing on applications for zoning variances;
- 3 / Guidelines for all public facilities development, particularly for the City's Capital Improvements Program;
- 4 / Guidelines for the formulation of:
 - a) Federally-assisted Urban Renewal project plans, which must conform to the General Plan;
 - b) Boston's Workable Program, of which the Plan is an integral part;
 - c) A Community Renewal Program, which, for federal approval, requires the substantial completion of a General Plan;
 - d) Other studies eligible for federal financial assistance.

DISTINGUISHING CHARACTERISTICS OF THE PLAN

ACTION-ORIENTED

If its role is that of a broad but explicit statement of objectives, by nature the Plan is an outgrowth of a process of day-to-day, project-by-project decision-making. Its close ties to the City's action-oriented Capital Improvements and Urban Renewal Programs, which require specific resource commitments and fixed time limits, have made it a similarly action-oriented document. Rather like the Capital Improvements Program than the typical comprehensive plan, Boston's 1965/1975 General Plan has been designed as a dynamic strategy for achieving step-by-step results in a relatively brief period of time.

A SYNTHESIS OF OTHER PLANS

Planning and rebuilding have already been undertaken in Boston on a sufficiently large scale to have had a significant effect on the nature of the General Plan. The Plan is, to a great extent, a synthesis and reconciliation of other plans in various stages of execution, for different levels of local and City-wide development, and for widely varying periods of time. There is, for example, a large and growing body of back-up research for Boston's ten General Neighborhood Renewal Plans (GNRP's), containing data on land use, circulation and community facilities, economic projections, utility surveys, and data for base maps, along with proposals for improvements. The 1963/1975 Municipal Capital Improvements Program coordinates long-range expansion needs of the various city agencies with Urban Renewal planning; Chapter VII of the Plan, "Public Facilities," is largely a summary of its key recommendations.

Other components of the comprehensive planning process include:

- 1 / Improvement Area planning, including such projects as a code enforcement program in Dorchester;
- 2 / Plans of other public agencies, including the Metropolitan Area Planning Council, the North Terminal Area Study Committee, the new Massachusetts Bay Transportation Authority, the Metropolitan District Commission, and the Commonwealth's Departments of Public Works and Commerce, with subsidiary agencies such as the Boston Regional Planning Project;
- 3 / A variety of studies of particular relevance to Boston, such as Harvard's study of Boston's public schools in 1962. Other studies cover economic trends, building conditions, new

Regional Core Areas
Intermediate Areas
Improvement Areas

Figure I-2. General Neighborhood Renewal Plan areas and Improvement areas. Of 16 areas classified according to their renewal needs, the ten designated "Regional Core Areas" and "Intermediate Areas" require and receive the most intensive renewal treatment under the 1960/1975 Development Program. Existing plans and projects for each, in various stages of execution, have been incorporated into the long-range objectives set forth in the General Plan.





BOSTONIANS PAYING THE EXCISEMAN

housing types, family relocation, City ordinances, and several legal, financial, and administrative proposals for facilitation of the Urban Renewal program.

PRODUCT AND SOURCE OF OTHER PLANS

The General Plan is bound to be affected during the coming decade by major decisions of other agencies participating in the comprehensive planning process. The Massachusetts Bay Transportation Authority, for example, may well modify some of the recommendations in the Plan for Transportation at the same time that it contributes to the achievement of others. Private institutions hold a similar responsibility for the determination of new or different goals in the Plan for Institutions. Refinement will come from detailed studies such as Harvard University's study of Boston's public schools, Urban Renewal project plans, and the implementation of the Capital Improvements Program. Accordingly, the Plan will be revised from time to time as projects advance and new opportunities for renewal arise. And, in turn, with almost every change in the Plan, new possibilities will arise for further exploration and study.

SPECIAL EMPHASIS

Two policy highlights of the Development Program are underlined in the Plan:

1 / Local public agencies cannot carry out the Development Program without federal, state, and private support; the needs of the City are too extensive to be met by local government alone. Therefore, publicly financed development projects must be so designed, located, and timed as to have the maximum generating, guiding effect on privately planned and financed projects.

2 / Accomplished advances in the City's development should be taken as points of departure for plans to come. Prudential Center, for example, is both product and source of new planning concepts which will be relied upon in the next decade to produce the desired results of the City-wide Development Program. The Turnpike extension will also create new problems and opportunities for development that future plans must take into account. Both projects should relieve planners of the necessity of basing new concepts on wishes alone, or on Utopian models with little or no basis in fact.





Public hearing on the Government Center Urban Renewal plan before the Board of the Boston Redevelopment Authority, April 17, 1965, in Faneuil Hall

Residents of Charlestown show their approval of the Charlestown Urban Renewal plan, at a public hearing before the Board of the Boston Redevelopment Authority, March 14, 1965, at the Charlestown Armory



Groundbreaking for the New Boston City Hall, September 18, 1965



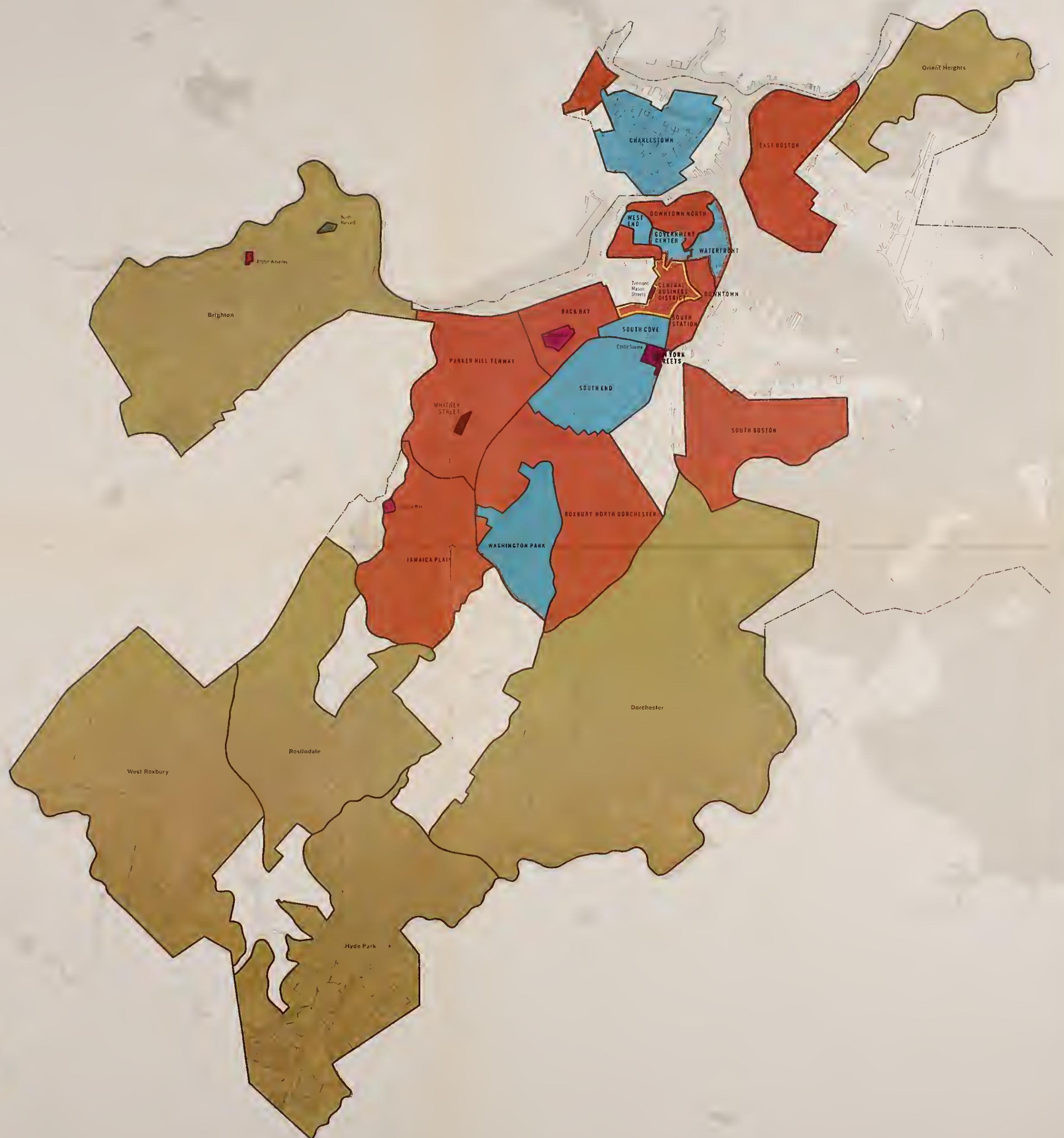
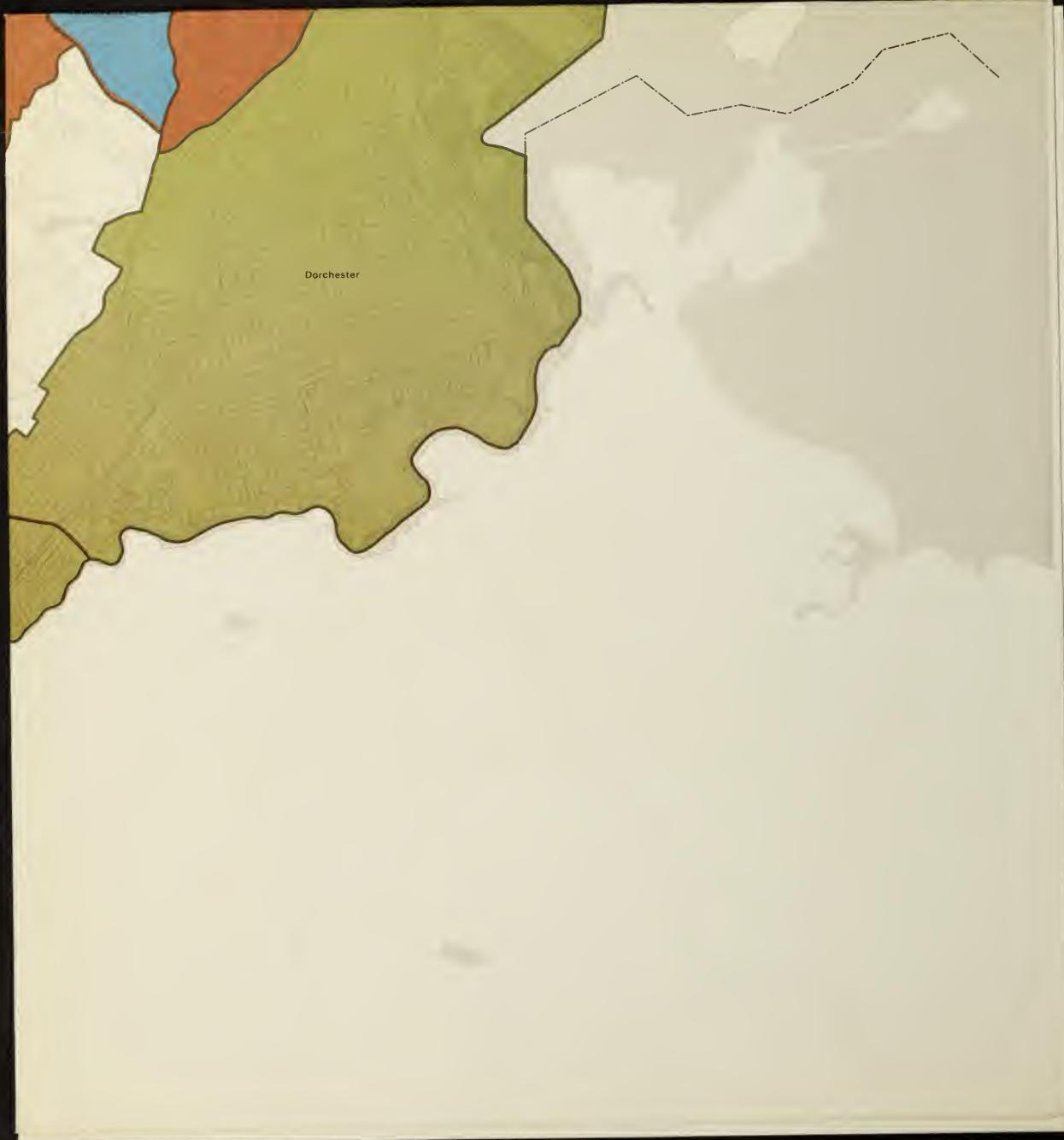
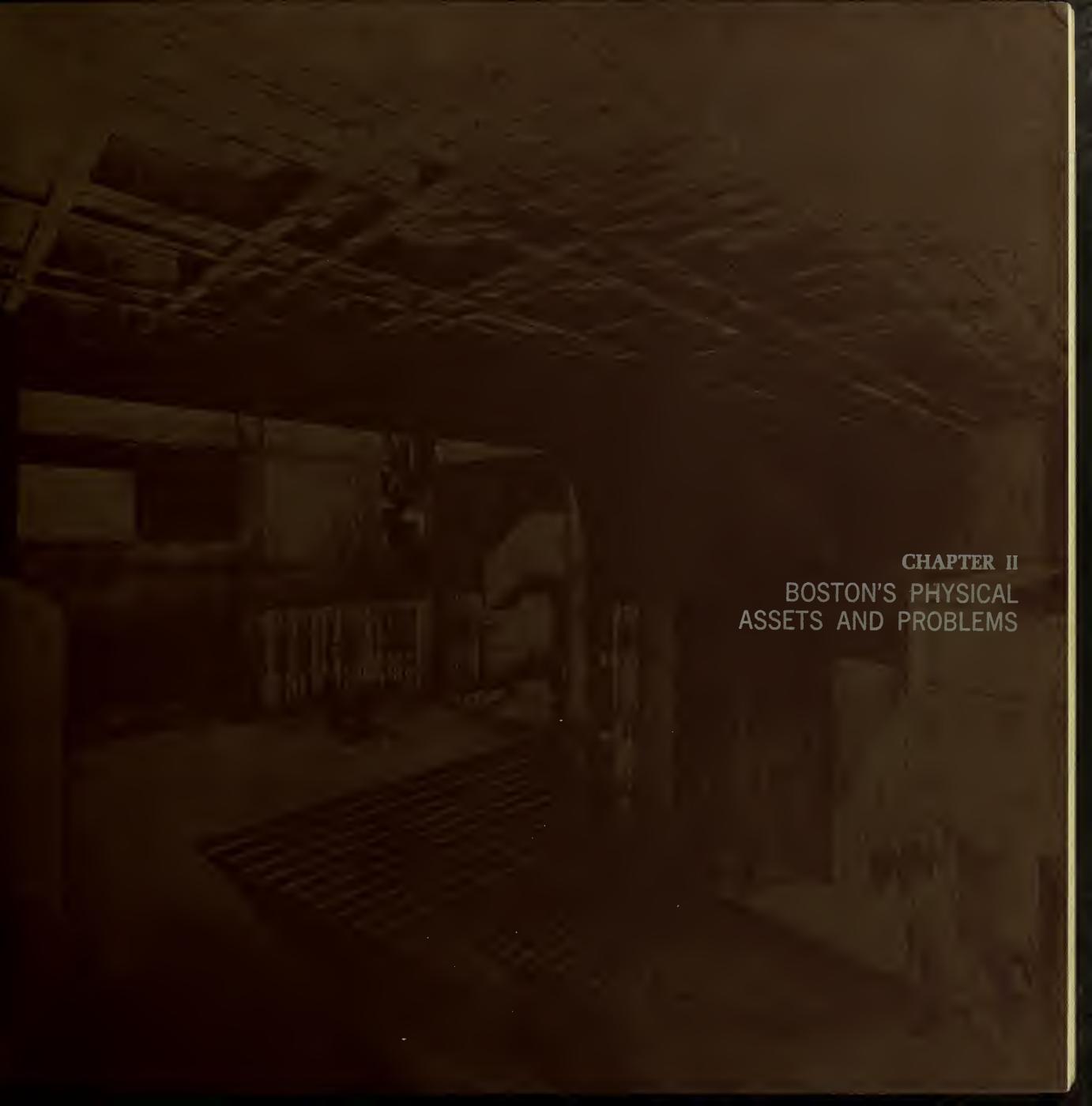


Figure I-3. 1960/1975 Boston Development Program. At the one-third mark in its 15-year, City-wide Development Program, Boston in the Spring of 1965 contained 13 federally assisted Urban Renewal projects in various stages of planning and execution, one locally assisted project, two code enforcement areas, and four major private projects receiving public non-financial assistance. The 10 centrally located Renewal (GNRP) areas cover one-fourth of the City's land area and contain almost one-half of its population.





CHAPTER II
BOSTON'S PHYSICAL
ASSETS AND PROBLEMS

The economic underpinnings of sound physical development in Boston should be considerably strengthened in the coming years. Despite Boston's well-documented reverses, the economy of the "City of Ideas" is exceptionally well-equipped to satisfy the demands generated by the continuing technological revolution and the urbanization of society in the United States. The worst examples of physical obsolescence in Boston are traceable to general environmental conditions rather than to deteriorated buildings. But so, too, are the City's greatest physical assets / its richly historic, variegated neighborhoods, unique architecture, and varied topography of hills and water / a legacy of its historic environment and its unusual pattern of development, established centuries ago when Boston was not one but several communities, each striving for its own separate identity.

BOSTON'S PHYSICAL ASSETS AND PROBLEMS

BACKGROUND: THE CHANGING URBAN ENVIRONMENT

The physical problems of Boston, like those of most other old American cities, have been brought about by a number of forces whose origins cannot be easily defined. Population growth, natural obsolescence, and the rapid urbanization of America within the past two decades have sharply increased the demand on cities for better housing, employment opportunities, transportation, hospitals, schools, and social and cultural activities, at the same time that suburbs have drawn away many vital sources of city revenue. Instead of an improvement in their physical plant, cities have experienced serious deterioration, particularly in older, central areas where the loss of upper- and upper-middle-income families, business leaders, professional people and skilled technicians, and commercial and industrial enterprises could least be afforded. A growing proportion of the inhabitants who remain consists of minority groups and others whose need far outweighs their ability to pay for public services.

Less noticeable, but equally important, changes in the postwar urban environment have been accompanied by a new, characteristically urban style of living. Rising personal income, increased mobility and leisure time, and mass education, among other things, have added immensely to the range of functions cities must perform to retain their vitality. Cities that once prospered on the strength of their nearness to rivers and railroads, their ore deposits or their accumulation of capital, now compete for talent and enterprise on the basis of aesthetic, social and cultural attributes. They must, in a sense, fulfill as well as materially support the lives of their inhabitants.

In this context, with respect to physical development, Boston's potentials should more than offset its problems. One of Boston's basic problems is that it is, by conventional standards, economically handicapped. Trade and industry have moved progressively southward, away from New England. Fuel and raw material sources remain distant, and competition from other seaports has considerably reduced port traffic. The supply of low-wage, unskilled, and semi-skilled labor is too small to satisfy any significant demand. In comparison with other metropolitan market places in the United States the Boston Regional market is growing slowly.

Nevertheless, by standards that are more modern and therefore more relevant, Boston is well situated to satisfy the needs of the modern metropolis. Scientific research, in the fields of space, medicine, electronics, and in other manufacturing industries, has already laid the foundation for an entirely new industrial economy in the Region that promises, at the very least, to equal the accomplishments of the old. The Region's renowned educational and medical institutions, largely responsible for the new economic growth, continue to expand rapidly. And in terms of aesthetic appeal, Boston has never been lacking for unique architecture, varied topography, an historical atmosphere, and almost unparalleled natural recreational assets. With assets such as these, Boston, the "City of Ideas," should come to the forefront of an entirely new and advanced urban economy.

BOSTON'S HISTORICAL PATTERNS OF DEVELOPMENT

Boston's physical problems and potentials are closely woven into its historical patterns of development. The physiography of the City, particularly its rivers, shoreline, and the varied topography of hills, valleys, and other bodies of water, has affected the territorial expansion of land uses in ways that bear slight resemblance to the corresponding growth of other urban areas. Often, because land uses in some



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parts of the City have been improperly related to the natural environment, blight has resulted. More often, however, the natural environment has encouraged or supported new and existing growth, and as the Development Program progresses, it becomes increasingly apparent that some of the greatest potentials for new growth in Boston lie in the harnessing of natural forces.

Three basic patterns have emerged in Boston's historical development. In chronological order, they may be designated as follows: 1) the "multi-center" pattern; 2) the "strong-core radial" pattern; and 3) the 8 "dispersed circumferential" pattern. Characteristics of all three appear in the new design for Boston proposed in Chapter III.

MULTI-CENTER PATTERN

What is now metropolitan Boston began as a series of dispersed, individual communities, generally located where they would be accessible to farmland or to the harbor, to available land for building, to water power, or to topographic amenities, such as hillsides and water, for protection from extremes of climate. Within this multi-center pattern there was a loose, regional economic inter-dependence; but there was also a striving for some degree of economic and social self-sufficiency. It was largely because of the latter tendency that the Region has become a patchwork quilt of separate neighborhoods and small cities and towns.

STRONG-CORE RADIAL PATTERN

During the first half of the nineteenth century the bulk of the Region's growth occurred in the core, or center, of the Region because of the initial concentration there of shipping and railroad activity and, later, of growing industries, and cheap central housing for immigrant industrial workers. Gradually the Core was connected to outlying communities by radial transportation channels, located along valleys which pierced the ring of high hills surrounding the City. When commercial and industrial development joined highways and railroads in these valleys, the main components of Boston's familiar hub-and-spokes configuration were in place.

DISPERSED CIRCUMFERENTIAL PATTERN

Since the Second World War, the increased use of the automobile and the truck, and the diminishing need for industries and workers to locate in the Regional Core and in the radial transportation corridors, have given the Region a more even pattern of development. Both a response to this trend and a cause of further dispersion, Route 128 channels traffic through the metropolitan area around the central cities,¹ and thereby facilitates not only the dispersion of the residential population but also the decentralization of commercial and industrial activities once bound to the Regional Core. This trend will be further accelerated by the construction of two additional concentric transportation rings, the Inner Belt and Route 495.

¹ / Generally including cities and townships immediately adjacent to the City of Boston, such as Cambridge, Somerville, Everett, Chelsea, and Revere.

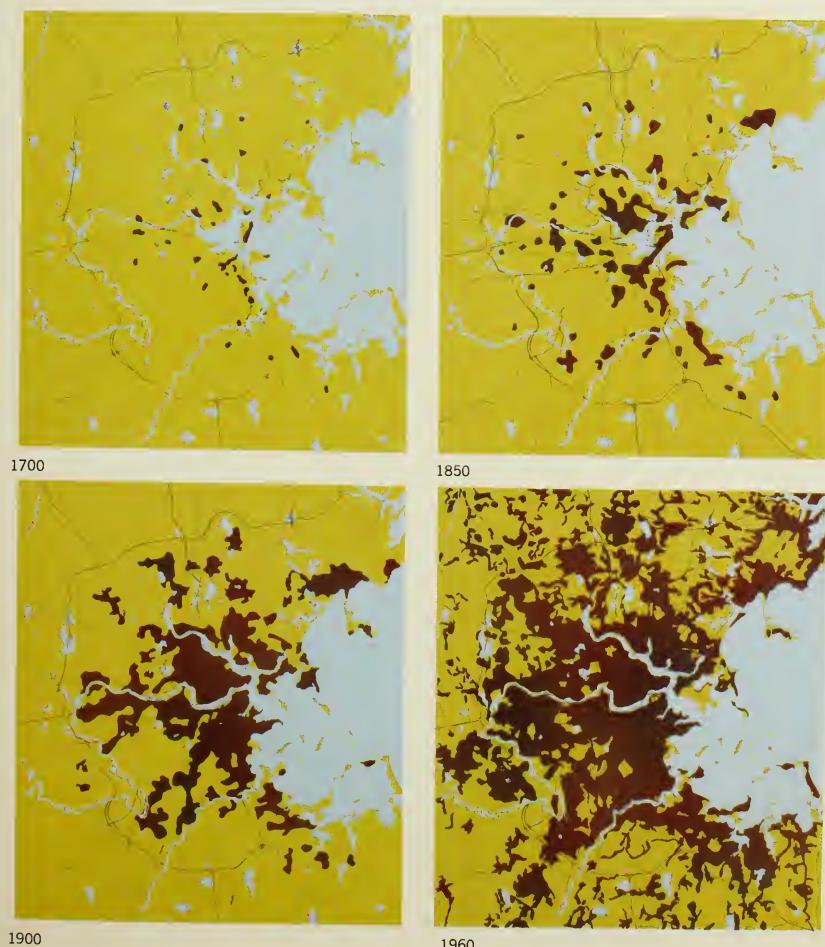


Figure II-1. Historic Pattern of Regional Settlement, 1700/1960.



BOSTON FROM BREED'S HILL

BOSTON'S PHYSICAL PROBLEMS: STRUCTURAL AND ENVIRONMENTAL BLIGHT

There are basically two kinds of physical blight. One, "structural blight," is caused by poor maintenance, natural or technological obsolescence of sites and buildings, and other conditions that only affect single structures. "Environmental blight," on the other hand, is generally caused by external environmental influences, such as lack of sunlight, alterations in area-wide patterns of development, neighborhood economic changes, incompatibility of land uses, inappropriate relationships between traffic and land uses, or lack of basic public services that affect whole areas at a time.

Of the two, Boston suffers more from environmental than structural blight. Where structural blight is held in check by the City's variegated neighborhood pattern, the relative lack of overcrowding, and the basic structural soundness of most of the City's buildings, environmental blight is even more widespread than it is in many of the nation's larger, more densely developed metropolitan areas. The

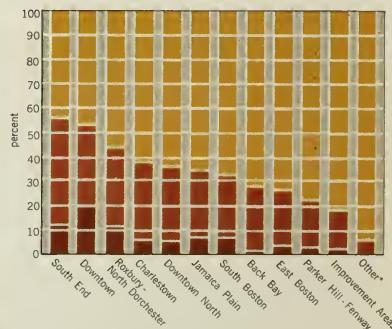
A structurally sound, abandoned warehouse on the Waterfront, which will be converted to an upper-income apartment house



explanation lies in the fact that where cities generally grow from a single point, Boston first took shape as a series of individual communities, evenly dispersed along valleys, streams, shoreline, and other natural transportation channels which converged from every direction on the Boston lowlands. When these channels became the locus of rail, highway, and industrial, as well as residential development, Boston began to show signs of environmental blight.

Notably in Charlestown, East Boston, Jamaica Plain, Lower Roxbury, and the South End, transportation systems and incompatible land uses split up whole neighborhoods and brought about premature residential and industrial obsolescence. Other areas, such as the North End, South Boston, Highland Park, Parker Hill, and the north slope of Beacon Hill, show the effects of physical isolation, land use incompatibility, lack of sunlight, and other blighting environmental influences. Throughout the City, unused and underused railroad properties, land once occupied by extensive port facilities, confusing relationships between subdivisions, and inaccessible, underused hilltops hasten the obsolescence of neighboring areas.

Housing Conditions as a Measure of Residential Blight in Boston's Renewal and Improvement Areas, 1960



*Beacon Hill, Moss Hill-Jamaica Plain.

SOURCE: United States Census of Housing: 1960.

KEY
Sound
Deteriorating
Dilapidated





Factors of environmental blight:
underused hilltops



The elevated

Vacant and underused land

Existing blight



Trash



KING'S CHAPEL, ERECTED IN 1749



Figure II-3. Generalized Map of Building Conditions in Boston, 1960.

LEGEND

Satisfactory

Need Minor Repair

Need Major Repair

BOSTON'S PHYSICAL ASSETS

HISTORIC, VARIEGATED NEIGHBORHOODS

Aside from its intellectual, cultural, and scientific people and institutions, one of Boston's greatest assets is its rich historic past. Unique among the cities of America, Boston has an uninterrupted history of ideological leadership in almost every phase of human endeavor, from the days of spiritual and political revolution in the seventeenth and eighteenth centuries to the revolution in space of the twentieth century. Its reputation for excellence in the arts, music, education, medicine, science, and technology, as in insurance, finance, and law / its reputation as the "City of Ideas" / was gained in an old-world atmosphere that gave an upward bent to its own, and to the nation's, forward progress.

A most important product of its historic development, particularly as a unique, "multi-center" system of separate towns linked to the City by radial transportation channels, Boston's discrete neighborhoods and groupings of non-residential functions liven the City with variety. Unlike any other city in America, Boston's local neighborhoods combine in-town city life with opportunities for active participation in an impressive range of social, political, cultural, and religious activities. Through its neighborhoods, Boston is potentially able to make its emerging City of Ideas advantages available to all its inhabitants, so that skilled work opportunities and higher education might be combined in the City, as well as in the suburbs, with a fulfilling, cohesive urban community life.

Figure II-4. Existing Residential Neighborhoods. Boston is noted among American cities for its many discrete residential neighborhoods, which together constitute its greatest physical asset and one of its hallmarks as a "City of Ideas." Their separate identities have historically been preserved by the City's topography; major transportation corridors and bodies of water; historic parish, township, and ward lines; community social and cultural associations; patterns of land use; and by similarities and differences in sub-division patterns.

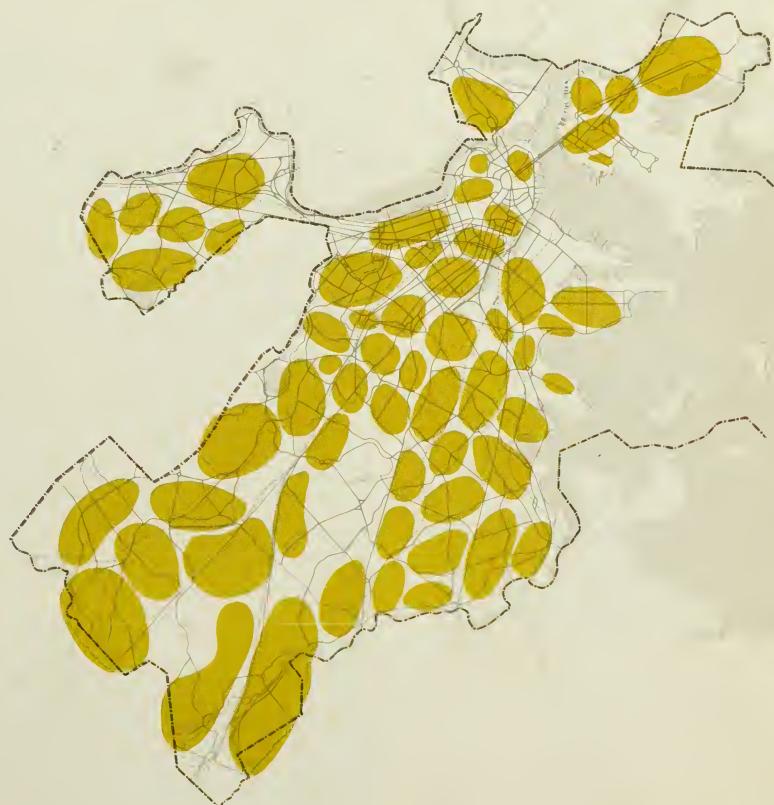




Figure II-5. Topographical Variations.

LEGEND
Elevation Above Sea
Level



ARCHITECTURE AND TOPOGRAPHY

For recreational purposes, for new housing and other development potentials, or merely for the sake of aesthetic appeal, Boston's varied topography and architecture, both natural and man-made, are irreplaceable physical assets. In the Downtown, for example, where walking can be an unusually pleasant experience, there are, close together, the Waterfront, the Boston Common and Public Garden, Beacon Hill, the North End, Old North Church, the Old State House, the Paul Revere House, Faneuil Hall, the Blackstone Block, Quincy Market, and an enlivening variation of buildings and centers of activity which itself constitutes a physical asset.



Figure II-6. Cultural and Recreational Resources of the Boston Region.

Faneuil Hall. Built in 1742 by merchant Peter Faneuil and enlarged in 1805 by architect Charles Bulfinch, Faneuil Hall was the first market house in Boston and one of the City's first town halls. It gained its reputation as America's "Cradle of Liberty" before the Revolution, when it was the scene of famous patriotic meetings and speeches protesting British domination



15



Back Bay, built on 570 acres of filled-in land between 1856 and 1894, still one of the most ambitious undertakings in residential design and development in the United States

A selection of other parts of town with outstanding architecture and topography might include the following:

- 1 / The architectural unity of the South End and Back Bay; the architectural and topographical uniqueness of South Boston;
- 2 / The felicitous proximity in Parker Hill / Fenway of educational, medical, cultural, and religious institutions to the Charles River, the Back Bay Fens, Parker Hill, and a number of discrete residential neighborhoods;
- 3 / The historic architectural flavor of Charlestown, including Breed's Hill and Winthrop Square;
- 4 / Low residential structures with private open spaces in Jamaica Plain, near Franklin Park, Olmstead Park, Jamaica Pond, and the Arboretum;
- 5 / The variety of open spaces and high hills of Brighton, with the recreational facilities of Chestnut Hill reservoir, near the Charles River;
- 6 / The seacoast and Neponset River basin of Dorchester, ideally suited for waterside beach and boating development; Telegraph Hill in South Boston; and Meetinghouse Hill in Dorchester;
- 7 / Stonybrook Reservation, in West Roxbury, Roslindale, and Hyde Park;
- 8 / The Harbor Islands, with an excellent potential for recreational uses.

No farther away than a few hours drive from the City, Cape Cod, Tanglewood and the Berkshire Mountains, Newport, Marblehead, Rockport, and several other points in northern New England complement the City's business and intellectual climate with excellent year-round opportunities for sport and relaxation. All are parts of the City and the Eastern Massachusetts Regional terrain whose value to the Region will be greatly enhanced in the coming years.

Dorchester Heights National Historic Site, on Telegraph Hill, South Boston. From well fortified positions on these heights, General Washington raised the 11-month Siege of Boston and forced the evacuation of the British on March 17, 1776. It was the first significant military victory in the Revolution.

Massachusetts State House, on Beacon Hill, designed by architect Charles Bulfinch and built in 1795-98

Charles River Embankment

Trinity Church, in Copley Square, designed by architect H. H. Richardson in 1877



Table 1

SUMMARY OF RENEWAL AND IMPROVEMENT AREA PHYSICAL PROBLEMS AND PROSPECTS FOR 1975

Area	Population Trends	Physical Problems	Physical Assets	Prospects and Proposals
RENEWAL AREAS				
Downtown North	Steadily declining population from 37,800 in 1950 to 21,000 in 1965 (includes Downtown)	Isolated from other parts of the Core by topography, incompatible land uses, and highways; shortage of land for necessary public services; extensive structural deterioration	Two unique, historic residential areas: the North End and Beacon Hill; an abundance of historic buildings and other landmarks; architectural variety	Increased variation of land use, through the completion of the Government Center and Waterfront Renewal Projects; new commercial, office, entertainment, and recreational development; new housing construction and rehabilitation; preservation of residential neighborhoods
Downtown	Very limited residential population (see Downtown North)	Some structural deterioration; acute traffic congestion; increasing amount of unoccupied commercial space; minimal new construction until 1960's	Invaluable open space and recreational assets in the Common and Public Garden; healthy variation of buildings and land uses; physically sound in many sections	Extensive circulation improvements; large scale new housing construction; increase in retail, entertainment, and office-using activities; institutional reorganization in the South Cove
South End	Shift from moderate-income families to low-income and minority groups, including elderly people and transients; population decline from 55,400 in 1950 to 24,900 in 1965; extremely high mobility rate	65 percent of structures sub-standard; isolated from adjacent Back Bay and Downtown areas; inadequate community facilities	High quality of architecture	Large scale new housing construction and rehabilitation; improved community facilities; some new commercial and light industrial development
Back Bay	Rapid population decline, from 18,232 in 1960 to 14,600 in 1965; high proportion of adults over 18 years of age	Encroachment of commercial and small institutions' expansion on residential neighborhoods; high cost of maintaining residential structures with rapid turnover in tenants	Distinctive architectural and civic design	Preservation and expansion of residential and related land uses; planned commercial and institutional expansion; new housing construction and rehabilitation
Parker Hill / Fenway	Steady population decline, from 50,000 in 1950 to 25,200 in 1965; increasing student population; declining family population	Inadequate community facilities; deteriorating housing	Fine educational and religious institutions; open space and recreational assets bordering on the Fens and the Charles River	Strengthened commercial sub-centers at Massachusetts Avenue and Kenmore Square; planned institutional reorganization; new housing construction and rehabilitation; preservation of residential neighborhoods
Charlestown	Steady population decline, from over 40,000 in 1910 to 16,400 in 1965	Industrial and heavy commercial encroachment on residential areas; physically isolated from the rest of the City	Variety of attractive residential and other structures; topographically conducive to neighborhood living; nationally recognized historic sites	New housing construction and rehabilitation; improved community facilities; new Regionally-oriented educational institutions and high quality industrial and commercial development on the edges of the community
East Boston	Population decline of about 25 percent since 1950	Serious residential blight owing to a generally poor land use mixture; divided internally by heavy through traffic and incompatible land uses; physically isolated from rest of the City	Principal air terminal for New England; unusually good integration of industry and transportation facilities; vacant land and other sites for potential industrial development	Rehabilitation of existing housing stock; development of Waterfront and other sites for limited recreational purposes; new industrial development integrated with the airport and other transportation facilities



Table 1

Area	Population Trends	Physical Problems	Physical Assets	Prospects and Proposals
RENEWAL AREAS				
South Boston	Population decline of 25 percent since 1950, primarily near industrial districts	Structural deterioration largely owing to old age; piecemeal industrial encroachment on residential neighborhoods	A generally excellent residential environment; located close to employment centers; beaches and other recreational assets; stable residential and industrial land use patterns during 20th century	New housing construction and rehabilitation; improved community facilities; some industrial / wholesale development linked to the Downtown such as food wholesaling
Roxbury / North Dorchester	Sharp population decline of 37 percent, from 107,000 in 1950 to 67,600 in 1965	40 percent of housing substandard; property values and rent levels far below City-wide average; segregation of Negro community	High architectural quality of some homes in Washington Park; open space and recreational assets in nearby Franklin Park	Extensive new housing construction and rehabilitation, primarily for low- and moderate-income families; decline in residential density; new and improved community and transportation facilities
Jamaica Plain	Population steady at 42,400 from 1950 to 1965	Blighting influence of the elevated; deterioration of approximately one-third of structures; some industrial encroachment on residential neighborhoods	Suburban character from open spaces and predominantly low-rise structures	Maintenance of family-oriented residential character; improved access to adjacent open spaces
IMPROVEMENT AREAS				
Brighton	Population decline from 67,000 in 1950 to 58,500 in 1965	Pockets of deteriorated housing near local shopping areas; some industrial / residential incompatibility	Varying topography; open space and recreational assets along Charles River and at Chestnut Hill reservoir; essentially good housing conditions; located midway between the Regional Core and thickly settled residential suburbs to the west	Transportation, distribution, and light, science-based industrial development
Dorchester	Population decline from 164,200 in 1950 to 151,200 in 1965	Some industrial / residential incompatibility; some substandard housing; lack of open space and parking near local shopping centers	Socially unique, vital centers of activity; seacoast, hills, and Neponset River	Improvement of housing and community and recreational facilities
Orient Heights	Slight decrease in population from 11,500 in 1950 to 10,500 in 1965; comparatively few residents over 65 years of age (9.7 per cent in 1960)	Same physical problems as East Boston	Waterfront and beach area	Preservation of fine residential neighborhoods; improved relation of the airport to nearby industries
Hyde Park	Steady population growth from 29,600 in 1950 to 39,800 in 1965; high proportion of homes owner-occupied in 1960 (59.1 percent)	Blighting influence of poorly mixed land uses in Readville on surrounding areas	Low density suburban residential environment	Development of Readville for industrial purposes; preservation of residential neighborhoods
Roslindale	Slight population decline from 40,200 in 1950 to 38,700 in 1965	No significant physical problems	Open space and recreational assets at Stonybrook Reservation and golf course	Preservation of existing residential neighborhoods
West Roxbury	Population growth from 23,500 in 1950 to 28,900 in 1965; highest average family income level in Boston / 26.5 percent families with incomes over \$10,000 in 1960	Traffic congestion at shopping centers; some unpaved streets	Large, open spaces and other topographical assets for low-density residential development; spacious estates	Good prospects for additional low-density housing construction





CHAPTER III
A NEW DESIGN
FOR BOSTON

GENERAL OBJECTIVES FOR BOSTON'S DESIGN

Building in Boston traditionally takes place on a grand, visionary scale. But because the City also has established qualities that cannot and should not be easily changed, the builders of the New Boston can follow in that tradition only by striking a balance between preservation and change. The Development Program seeks to preserve Boston's existing strengths by establishing a proper balance between public and private investment, recognizing the importance to the City both of the countless private decisions that go into the making of the City and of public investments, strategically timed and located where they will furnish the greatest possible stimulation and guidance for private investment. The City and other public agencies participating in the Development Program can most effectively "prime the pump" of private investment by making full use of public development and design tools, such as the design of public buildings, streets, and open spaces, and the harnessing of natural environmental assets, all of which have a considerable influence on the design, quality, and amount of private construction.

STRIKING A BALANCE BETWEEN PRESERVATION AND CHANGE

There is much to appreciate in Boston's existing physical design. The graceful variety of its neighborhoods, buildings, and geographical and historical landmarks, which have so well resisted destructive urban influences, have inspired the many outstanding architects, such as Bulfinch, Richardson, and Eliot, who have left their creative marks here.

While the title, "A New Design for Boston," may seem out of keeping with recognition of Boston's superior existing design, it is not at all out of place with the City's dramatic history of building. The people of Boston have seldom shown satisfaction with mere aesthetic refinement of their City. In the nineteenth century, the creation of the Back Bay out of the stench of the mud flats, the impoundment, later, of the Charles River Basin, and the creation of a great system of continuous parks set precedents of city-building on a grand, visionary scale that are only being repeated in the building of Government

CHAPTER III 19 A NEW DESIGN FOR BOSTON

Figure III-1. Historic Sears Crescent, rehabilitated for contemporary commercial use in Government Center.

Aerial view of the Back Bay



Center today. Yet, to follow truly in the tradition of Boston's building, it is always necessary to preserve as much as to build anew, for ingrained in the physical design of Boston are qualities that cannot and should not be easily changed.

The Plan's new design for Boston pays respect to the aesthetic virtues that distinguish Boston from other large cities in America, such as hilltops and waterside vistas, and the balance between large, natural landscapes, and artificial, compact cityscapes. Orderliness, of the kind that results from regular building heights, streets, and plazas, is favored only when it is appropriate both to local history and to the physical requirements of modern functions; informality of design is encouraged, on the other hand, only where that would be more appropriate. In this way, the new design for Boston is intended to make the City of Ideas not only more commodious, but more beautiful as well.

For only by striking a balance between preservation and change, by cultivating the aesthetic as well as the economic assets of this great city, can rebuilding begin in Boston on a grand, visionary scale. It is time again for grandeur of design in Boston.

THE BOSTON DEVELOPMENT PROGRAM: PUBLIC ACTION FOR PRIVATE CHANGE

Boston can be conceived of as being in a never-ending state of private change, whether or not it is accompanied by public planning and renewal. Whether to the City's benefit, as in the late nineteenth century, or to its detriment, as in the post-World War II period¹, the cycles of physical growth and decay, the conversion of some structures to different uses and the total replacement of others, goes on continuously, producing more or less suitable accommodations for the similarly continuous changes of population and activities, and their geographic distribution.

The fundamental reason why the City of Boston has adopted a publicly-supported, comprehensive program of development is not that there has been too little desirable private development in Boston, but that there has been much less than there might have been, had private development been guided and encouraged by public action. The broad geographic application of Urban

Renewal tools and programs, planning with people, and the Development Program's emphasis on rehabilitation rather than large-scale clearance allow a comprehensive and flexible strategy of attacking problems beyond the scope of private enterprise. In the Washington Park Renewal area, for example (Figure III-2), minimum redevelopment sites are distributed within large areas of mixed strengths and weaknesses where they will most effectively "prime the pump" of change in surrounding areas, encouraging private investment in rehabilitation and unsubsidized building replacement.

NEED FOR CHOICE AMONG A WIDE RANGE OF PUBLIC ACTIONS

In devising an Urban Renewal project plan such as Washington Park's, a great many choices between where, what, how much, and when must be carefully weighed before reaching a decision



Range of public renewal actions:
Government Center "heroic scale," above
South End minor street and open space improvements

as to what should actually be done. For the problem here under consideration is how to maximize the effect of public investment on the literally thousands of private individual projects that go into the changing of an entire city. A comprehensive public strategy of development must generate not only more private construction of all types, but also better types of private construction, better locations, better timing, and always better design.

This Plan, as will be seen in many of its recommendations, favors a wide variety of approaches to publicly-sponsored renewals, each with particular applicability to problems and potentials, ranging from "heroic" development in large, blighted, underdeveloped areas, at one end of the scale, to minor street and open space improvements in relatively sound areas, at the other end of the scale.



¹ / Reference is made primarily to the migration of large numbers of residents, businesses, and other activities out of the City in the period beginning roughly with the end of the Second World War, and to the accompanying decline in new, City-wide private development.

Figure III-2. Washington Park Illustrative Site Plan. One of Boston's earliest and most sophisticated Urban Renewal projects, Washington Park, in Roxbury, illustrates the Plan's emphasis on encouraging private construction and rehabilitation in large areas of mixed strengths and weaknesses by strategically timed and located public actions. Experience gained from this project helps determine approaches to renewal in many other parts of the City.



PUBLIC ACTION TOOLS FOR ENCOURAGING IMPROVED PRIVATE CONSTRUCTION AND DESIGN

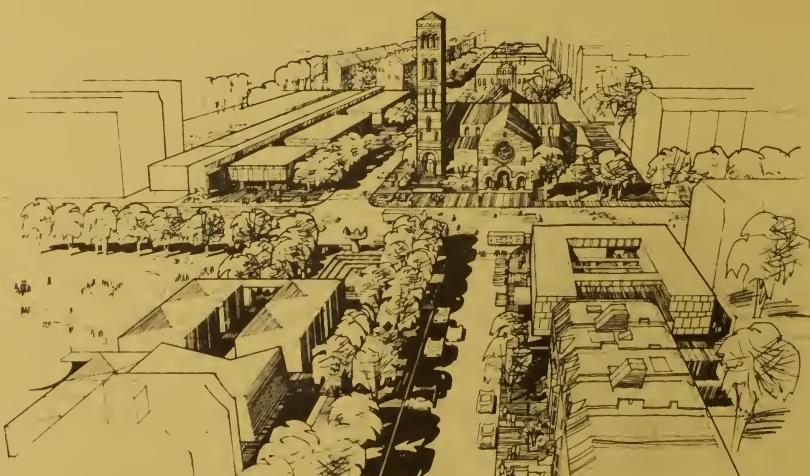
A major emphasis of the Plan is the requirement, because of limitations both to Boston's financial resources and to federally-aided Urban Renewal, that creative use be made of supplementary public action tools for improved construction and design. These should include: 1) utilization, through effective design, of the growth-inducing potential of public land, open spaces, and buildings; 2) utilization, through effective design, of the many influences of streets and public ways on physical development and design; and 3) improved relation, through public encouragement of private development to constructive elements of the natural environment.

"CAPITAL DESIGN": USE OF PUBLIC LAND, OPEN SPACE AND FACILITIES AS A TOOL FOR DEVELOPMENT

Boston's recently-begun Capital Improvements Program for 1963/1975 schedules the relative timing and amount of expenditures for municipal facility construction. The Plan proposes that "Capital Design," a companion process to capital budgeting, now be instituted which, through control of the geographic distribution, site selection, and architectural and landscape treatment of municipal facilities, would control the beneficial effect of municipal facility construction and design on private development. This process should be applied to the acquisition of land and buildings by the City of Boston, maintenance, and land disposition operations over a long period of time, since it would be impossible in a brief period to establish an ideal pattern of public development by displacing sound, existing land uses. Long-range planning for Capital Design can be accomplished through the existing planning coordination services of the Boston Redevelopment Authority, but, as suggested in Chapter XII, the coordination of construction and architectural design will require the creation of a new municipal function.

The absence of Capital Design in the past has resulted not only in a random geographical distribution of municipal facilities, but also in countless missed opportunities to preserve and to generate desirable private improvements. Inappropriately located and designed, costly to maintain, many of Boston's existing public facilities inadvertently contribute as much to neighborhood blight as to public welfare. The McDevitt playground in Jamaica Plain, for example, invites juvenile delinquency by its isolated location near an unlighted railroad underpass.

Figure III-3. Properly designed and located, public and related private community facilities could form important visual and physical links / a unifying "Capital Web" / between separate residential neighborhoods and activity centers throughout the City. In this perspective, for example, a school, a playground, a small open space, a church, and other community facilities are drawn together along a common "seam" by a relatively important local street and by continuous open spaces and pedestrianways.





THE CAPITAL WEB

Throughout the City, important community facilities should be connected by public open space and relatively important, easily-patrolled local streets. Extended continuously between significant landmarks and centers of activity, this "Capital Web" of community facilities would provide a unifying "seam" of services for the common use of neighborhoods on either one of its sides and all along its length. Some small open spaces and elementary schools, within small, socially stable service areas, could be located outside the principal Capital Web system; but even these will require ties to the Capital Web through improved local streets and pedestrianways.

The application of this concept will, of course, vary from neighborhood to neighborhood and from facility to facility. But, on the whole, it should have these advantages:

- Municipal efficiency, through greater efficiency of maintenance and public safety, the sharing of facilities by separate public agencies, and usefulness for public facilities despite changes in population and service area boundaries;
- Greater, more positive impact of public development on private investment, through the concentration of community facilities in the Capital Web, greater aesthetic and functional unification of every type of development, and consistently higher real estate values;
- Social vitality, through improved public safety, increased usefulness of public facilities to a broader range of social and age groups, and intensification of activities at all times of the day and in different seasons of the year.

Figure III-4. Capital Design: encouraging improved private construction through orderly public development.

a) Scattered pattern.

b) Proposed consolidation of community facilities in the Capital Web.

SPECIAL PRIVATE ZONES ADJACENT TO THE CAPITAL WEB

It would be desirable, wherever possible, to bring into the Capital Web related private facilities, such as shops, churches, historic landmarks, multi-family, elderly, and otherwise special or unusually dense housing, local off-street parking, special features of the landscape, architecture, and street design, private community improvement ventures, and any other properties favorably affected by proximity to large, public facilities. The social and aesthetic vitality of public facilities in the Capital Web would be greatly enhanced, and, in addition, a number of neighborhood deficiencies of design, such as the undesirable influence of crowd-producing community facilities on nearby private homes, could be dealt with more positively. Effective means of encouraging private zone development adjacent to the Capital Web would be greater flexibility of zoning and other development controls, appropriate street design, and public rehabilitation assistance.

MULTI-PURPOSE DESIGN OF PUBLIC STREETS AND WAYS

A second important public action tool is the utilization, through effective design, of the many influences of Boston's streets and public ways on private physical development and design. Streets and ways are an especially important part of the Capital Web potential; together with other public facilities, they comprise nearly half the City's total land area. Their impact on land-uses and values, on the eye, and on a multitude of urban street activities other than vehicular traffic is tremendous. Yet these aspects of circulation design in Boston, as in almost all other cities, have received scant consideration; instead, highways and streets have been designed almost exclusively for the efficient movement of vehicular traffic.

Figure III-5. Four functions of Boston's circulation spaces which should receive consideration in the future integrated design of public streets and ways.

24



a) The efficient carrying of traffic

In addition to serving as traffic carriers, Boston's streets and public ways attempt / and often fail / to serve a number of other purposes. Three of these with special implications for design may be described as follows:

1 / Streets as containers of activities, or public "living rooms," for safe, vital pedestrian traffic, incidental recreation, and a variety of public emergency, communication, and sanitation services required by pedestrians and motorists alike. This function is performed particularly by local streets in crowded areas.

2 / Streets as channels of visual communication, providing a sense of location and direction, views of pertinent and interesting landmarks, and visual comprehension of the functions of the street system itself. The importance of this function is accentuated in Boston by the City's

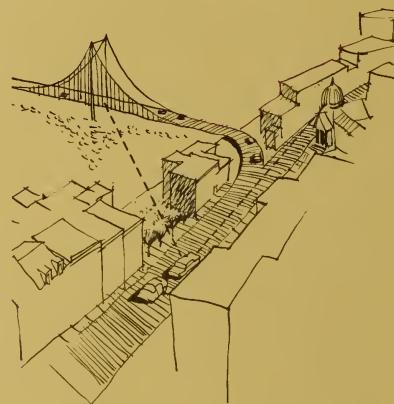
irregular street system, and therefore should be specially provided for in the design of the most heavily used streets.

3 / Streets as builders of private development and architectural potential, directly influencing land uses and values through creation of accessibility or congestion, and thus establishing the conditions for property security; freedom from nuisances; and potential for architectural and landscape treatment along abutting street frontages. The relationship of transportation changes to overall land use growth and decline is well known, but little attention has been paid anywhere to the specific impact of street engineering on real estate and architecture. In Boston, where the values of the "City of Ideas" are tied to historic street patterns and appealing public spaces, it is especially urgent that steps be taken to do so now.

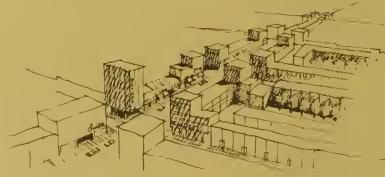
A street system designed to improve the relationship between pedestrian and vehicular uses, to promote the proper density and architectural quality of abutting land uses, and to improve visual communication will be that much more efficient as a carrier of traffic. The City must therefore make proper acknowledgment of these functions in future circulation design, if it is to achieve not merely circulation efficiency but full productive use of human resources and public funds.



b) Service as public "living rooms" and containers of essential services



c) Provision of ordered channels of visual communication, giving a heightened sense of location, direction, and content and character of the City



d) Creation and protection of adjacent real estate values and architectural character

HARNESSING CONSTRUCTIVE FORCES OF NATURE IN BOSTON'S RENEWAL

The third public action tool for improved design and development is the harnessing of constructive forces in the City's natural environment. Boston's variegated topography and water bodies have, perhaps more than any other factor in its development history, prevented the concentration

and spreading of structural blight and the destruction of neighborhood individuality that occurs so frequently in flat, landlocked, gridiron cities. However, the unique strengths of Boston's natural environment have not always been properly appreciated by those who built within it.

In nature untrammeled by human settlement, natural scientists have observed constantly changing relationships between plants, water, climate, soils, topography, birds, animals, and insects, all seeking means of coexisting geographically. Boston's people and their activities similarly seek constantly to improve the physical accommodation between themselves, their facilities, and the natural, micro-environment around them. Since the effects of nature on man-made development over a period of years can be either dynamically encouraging or heavily damaging, past failures in Boston to take account of natural conditions have led to such problems as blighted north slopes of hills, underused hilltops and shorelines, confusing subdivision patterns, social and economic stagnation in physically isolated areas, and social instability in areas inviting traffic congestion and possessing too few natural amenities.

The most important starting point for natural environmental variations in Boston is the topography of hills and valleys and water. Buildings and even whole neighborhoods can show the good or bad effects of variations in sunlight, wind, temperature, surface and subsoil drainage, foundation conditions, atmospheric cleanliness, noise, geographical and functional associations between activities, natural vistas, and recreational resources caused by topographic features and water bodies. Many of the Plan's proposals for land use and transportation actions take these variations into account in order to produce permanently sound physical development.

In the future, careful consideration should be given to possible uses of Urban Renewal, capital improvements, zoning, and other development tools to improve the accommodation between land uses, subdivision and site design patterns, building densities, and architecture, and variations in the natural environment. Relating the differences between the north and south slopes of hills, their climate, sunlight, and vistas, on one hand, to different building types and densities, on the other hand, represents but one kind of opportunity for making the forces of nature work with, rather than against, public design.

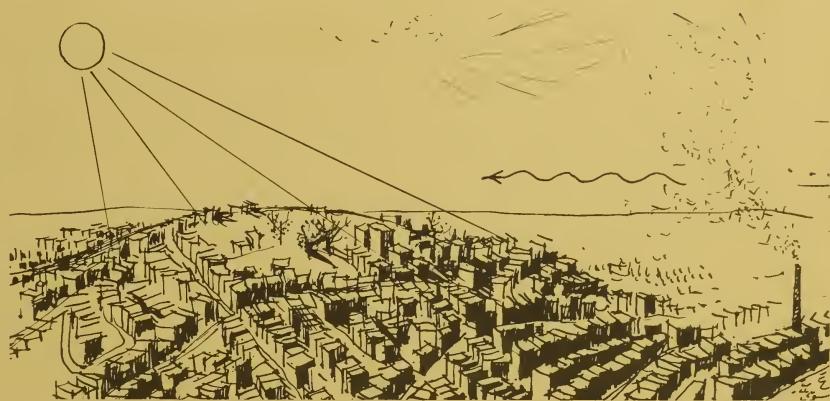
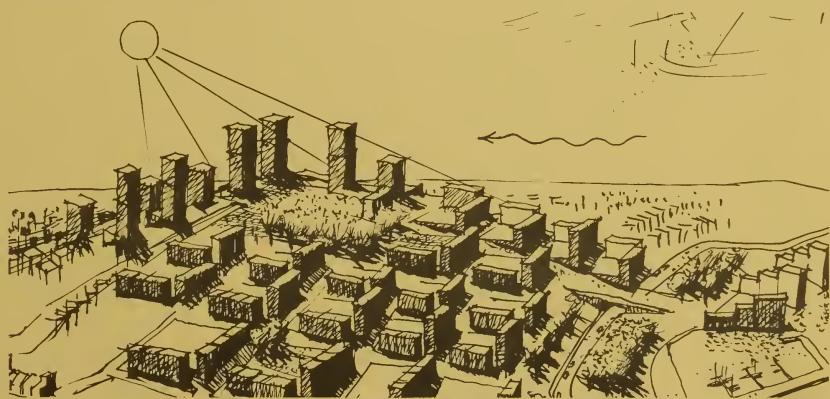


Figure III-6. Variations in accessibility, land uses, building density, building types, and spatial orientation resulting from different approaches in land development to topography, water, and climate.

a) A destructive approach, leading to premature blight and declining values.



b) A constructive approach, leading to full enjoyment of natural amenities and stable values.



VIEW FROM COTTON OR PEMBERTON HILL 1816

26 ORIGINS OF THE NEW DESIGN FOR BOSTON: PROBLEMS AND POTENTIALS OF THE EXISTING DESIGN

The "broken seams" of Boston's existing development pattern offer the best opportunity for revitalizing the City's areas of strength through major new construction and design. An examination of the existing pattern shows three main areas for new design initiative: in the nicely variegated but often isolated individual neighborhoods and sub-centers; in the aging and confined but vitally important Regional Core; and in the major radial transportation corridors, where blight has most readily and most consistently taken root but could, and should, be most easily removed. In every respect, there is both the necessity and the opportunity to restore to the City some of the competitive appeal it has needlessly lost to the suburbs over the past few decades.

As it was suggested in Chapter II, separate patches of subtly mixed land uses and blighted buildings make up a rather wide blanket of decay throughout much of Boston, reinforced by the City's rather discontinuous, many-directional streets and subdivisions. This pattern is interrupted by relative concentrations of blight on the fringes of the Regional Core and along major radial transportation routes to the suburbs, where vacant lands and declining industrial and goods distribution uses tend to concentrate.

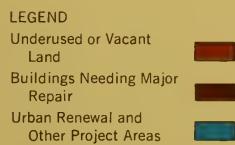
BOSTON'S "BROKEN SEAMS"

The relative concentrations of adverse development conditions tend to coincide with certain features of Boston's topography, tidelands and drainage channels, and are also closely related to historic railroad and harbor development patterns. The resulting pattern contains not only nicely variegated districts and neighborhoods but also undesirable cleavages in the land, missing circulation links between centers of activity and a good deal of underused land and transportation resources. In places where development and transportation continuity is essential to the continued vitality of Boston's separate districts, these problems can be regarded as "broken seams."



Figure III-7. Breaks in Boston's "seams" of development trace a jagged pattern of conflicting land uses, unused land, disconnected subdivisions, underdeveloped tidelands, and other historically blighting influences. Each "break," however, represents a major opportunity for new development which will strengthen the ties between Boston's separate districts.

Figure III-8. Potential Development Sites. The greatest opportunities for publicly sponsored, major new development in Boston exist in areas having good access but poor building conditions or significant quantities of underused or vacant land. As indicated in this map, there are sites of this type, including major "broken seams," in nearly every part of the City. Some of the largest are now Renewal project areas.



"Break" in a seam of development in a major transportation corridor



STRENGTHS AND WEAKNESSES IN THE NEIGHBORHOOD PATTERN

Because of the unusual variation in densities of development and housing types, and the unusually even distribution of employment opportunities, commerce, and recreational assets, brought about by Boston's historic growth as a loose combination of separate communities, Boston has a better than average potential for an improved neighborhood investment pattern and an even better balance among social groups than now exists.

For the City to deal effectively with the increasing concentration of disadvantaged groups and other special, social problems, in addition to the outright loss of tax base and population, its residential areas will have to provide a greater variety of facilities and services, more convenient transportation to shopping centers, improved specialized public facilities, and a wider range of employment opportunities than are presently available. Moreover, they must eliminate crucial land use and circulation deficiencies responsible for social and economic instability and stagnation, without obliterating their unique neighborhood individuality, which, over the years, has done the most to distinguish Boston from other, more monotonous central cities in the United States.

Figure III-9. Boston's existing pattern of separate districts and residential neighborhoods.



An elevated expressway contributes to the physical isolation of Charlestown

The South End, Roxbury / North Dorchester, and Brighton, for example, suffer from the intrusions of traffic and other alien non-residential land uses. The physical identification of many of their neighborhood sub-areas is not sufficiently clear, and there are so few facilities located where they can be shared by different groups that population balance cannot be maintained without social conflict. Facilities for commercial, public, and automobile services, required by people of the type who have been choosing to live in the suburbs, are inadequate.

In other areas, such as South Boston, Charlestown, and the North End, physical isolation from the mainstream of social and economic intercourse inhibits neighborhood investment in new construction and rehabilitation, thereby encouraging abnormally concentrated elderly and low-income settlement and considerable loss of population.

LOCAL SUB-CENTERS AND PHYSICAL COMMUNICATIONS NETWORK

The multi-centered pattern of early Regional growth described in Chapter II left, within the City and throughout the Region, a kind of pattern that many planners regard as a model for future metropolises. Within its compact centers of land use, such as Harvard Square, Dudley Square, Coolidge Corner, Cleveland Circle, and Mattapan Square (Figure III-10), this pattern may well provide a solution to the problem of social anonymity and cultural squalor in America's thinly dispersed suburbs. It should do so primarily by enabling far greater numbers of people within the metropolitan area to take advantage of unique services and cultural activities Downtown than currently have the opportunity.

In theory, each of these relatively independent centers should be located at interchanges between all transportation systems, and should contain a variety of mutually supporting commercial, public, cultural, and recreational activities.

Figure III-10. Historic centers of activity and multi-directional circulation ties.



Sub-centers in or near the City vary greatly in accessibility, size, dominant functions, and in stature as centers of tradition, culture, and social cohesiveness. Harvard Square and Cleveland Circle, for example, have nationally or Regionally known institutions nearby, whereas Mattapan Square, Fields Corner, and most other outlying centers contain little more than local commerce. Although many of the more traditional sub-centers benefit from social or sentimental attachments, few boast well-integrated, up-to-date private and public community facilities, and nearly all lack the accessibility and off-street parking necessary to compete with newer suburban shopping centers. Forest Hills, on the other hand, and other centers with similarly advantageous locations, do not have the development and functional attractions to match their transit and highway accessibility. Many sub-centers, linked to other sub-centers by road systems that head not merely in and out of the Downtown but in various directions, should be well located for the same social, cultural, and economic interchange that historically reinvigorated different sections of the metropolitan area prior to the ascendancy of the Downtown.

If it is both to compete successfully with the shopping convenience and efficiency of the suburbs and to augment the Regional Core's social and cultural assets, Boston will have to choose which of its decentralized sub-centers it will encourage to grow. For only through the economic and cultural development of sub-centers surrounded by high-density residential areas, served by a variety of multi-directional transportation systems, and containing City and Regionally oriented enterprises not presently accommodated in the Downtown, can it effectively counteract heavy use of the automobile, modern drive-in supermarkets, discount merchandising, home television entertainment, and other conditions responsible for the weakening of the City's cultural and social



Circulation problems in Dudley Square, Roxbury

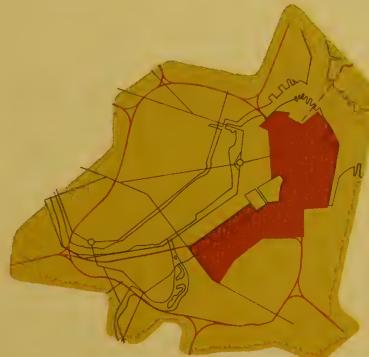
centers and the commercial development of the suburbs. Boston's revitalized sub-centers should borrow something new from the drive-in shopping center, but should also capitalize upon the advantages characteristic of compact and accessible, mixed-function centers. They can thus augment the strengths of the Regional Core by bringing some of the manifestations of civic pride in the great City closer to where the people live.

THE REGIONAL CORE

The term "core," as used in the Plan, denotes primarily the key role of Boston's Downtown as the heart of the City of Ideas. As suggested in Chapters IX and XI, the Regional Core's role as a center for the exchange of ideas and services, decision-making, and ceremonial functions is growing in importance to the economy of the Greater Boston area. It has acquired this importance from its central location, its potentially superb rapid transit system, its juxtaposition of fine neighborhoods and nationally significant business districts, and its distinguished cultural and aesthetic assets.

But the Core is also beset by traffic congestion, lack of internal expansion room for its most important, growing functions, the decline and subsequent squeezing out of its older industrial, wholesaling, and goods distribution enterprises, and a shortage of space for institutional, cultural, visitor, and recreational activities that cannot afford high-cost sites but are vitally needed to support the new role of the Core in the City of Ideas.

Figure III-11. The expanded geographical definition of the Regional Core, reflecting its expanded functional roles in Boston and the Region.



To correct these faults, Chapter XI recommends land use reorganization and transportation improvements in the middle of the Boston peninsula which would capitalize on new opportunities for development similar to those which produced Prudential Center. The same chapter also recommends that the geographical definition of the area corresponding to the emerging functional role of the Regional Core be expanded over the definition of the Central Business District adopted in the United States Census of Business and the 1960 Plan for the Central Business District, to embrace the area influenced by the proposed Inner Belt, institutions in the Fenway, historic tidelands, and patterns of land use and transportation development produced by the Inner Belt (Figure III-11). For it is in these fringe areas that room can be found for Boston's decentralizing, older enterprises and the newer, supporting activities of the City of Ideas.

REGIONAL CORRIDORS OF TRANSPORTATION AND DEVELOPMENT

Until recently, the only parts of the Region with functions serving predominantly Regional needs were the parts of Boston and Cambridge lying within the Regional Core, and the sea and airports. The construction of Route 128 and its science-based industry in the 1950's, however, opened up an enormous new area of Regionally-oriented development.



Space restrictions in the Chauncy Street garment district, Downtown

LEGEND

1960 Central
Business District
1975
Regional Core



Inner Belt and
Regional
Transportation
Corridors



Between the Core and Route 128 there are few locational choices available for those enterprises and residents requiring close communication with both areas but unable to locate in either one. Therefore, by providing these in-between activities with sites closely linked to the innermost and outermost parts of the Region, Boston could effectively counteract mounting pressures toward decentralization. Moreover, it clearly has the ability to do so by opening up large, new sites along these portions of the Region's radial transportation corridors located inside the City, particularly by extending its transit and highway systems over unused railroad rights-of-way. Both the original intercity market roads, such as Washington Street, which have become important "spines" of community activity, and the original railroad routes to Boston's harbor, tend to follow valleys and stream beds in a radial pattern from the Boston uplands through the ring of hills, near Route 128, to the original lowlands where the Regional Core is now situated (Figure III-12). The extensive use of railroad rights-of-way, both for expressways, as in the case of the Massachusetts Turnpike extension, and for transit extensions, would relieve parallel local streets of excessive traffic and increase the economic practicality of developing vacant and underused industrial and transportation property found in these corridors.

If the highways, transit facilities, and railroads are closely integrated, new City-wide and Regionally-oriented development in these corridors could take place without displacing people and existing enterprises. In fact, the new growth would far more likely increase the vitality of existing corridor "gray areas," such as those in Dorchester and Jamaica Plain. In this way, through public initiative, even the largest of Boston's "broken seams" can be repaired.

30



LEGEND

Water



Historic Inter-City

Existing Railroads and



Market Roads

Rapid Transit Lines



Underused Railroad and

Existing Expressways



Transit Rights-of-Way

Major Topographic



Potential Regional

Features



Development Corridors



FUTURE FUNK BEACH ON HILL

Dorchester section of the New Haven Railroad's virtually unused Old Colony line, connecting Boston and the South Shore. A few hundred yards away is the heavily-traveled Southeast Expressway.



Figure III-12. Historic corridors of Regional transportation and development follow shorelines, stream beds, and valleys in a radial course through the Boston uplands to the lowlands and the Regional Core. Large sections of these corridors could be made suitable sites for City-wide and Regionally-oriented enterprises and high-density housing, that require close communication both with the Core and with suburbs beyond Route 128.



WORCESTER AND PROVIDENCE RAILROAD
CROSSING (BACK BAY)

A REGIONAL FRAMEWORK FOR BOSTON'S DESIGN: THE CHOICE FOR BOSTON

Within the framework of a larger Regional pattern of development, the pattern of Boston's development has been and will continue to be influenced by the Regional presence of Route 128, a circumferential expressway, and, more precisely, by the trends toward suburban dispersion and heavier reliance on the automobile that it represents. Because these trends are detrimental to much that the City needs to cultivate, Boston should make use of its Regional dominance in location and interest to discourage further decentralization and to promote a Regional pattern of development more adaptable to its own needs. Such a pattern would consist of elements of all three patterns which have occurred and still exist, to varying degrees, in the Region: the multi-center pattern; the strong-core radial pattern; and the dispersed circumferential pattern. Of the three, the strong-core radial pattern most closely corresponds to the existing Regional structure, and would be relied on most heavily to guide the type, quality, and distribution of future development throughout the Region.

ROUTE 128 AND SUBURBAN DISPERSION

Route 128, originally intended to relieve central city traffic congestion, has instead generated further suburban expansion. This pattern of dispersed circumferential development will probably be extended by the proposed Route 495 even further beyond the City limits. With the construction of radial highways at a faster rate than improvements to the public transportation system and Downtown parking, it is becoming increasingly possible for suburban residents and enterprises to use the Regional Core without helping to solve its problems.

Suburban dispersion satisfies certain needs of relatively affluent families, real estate developers who prefer simple conditions of development, and auto-oriented and other enterprises without ties to the Core. But Route 128, which has no multi-function sub-centers, clearly provides nothing to compare with central cities in the way of reasonably variegated social, cultural, and entertainment activities. Neither in theory nor in practice can this type of dispersed circumferential



Industrial center occupied by 35 firms on
Route 128

development adequately provide low-cost transportation, housing, education, employment opportunities, or welfare services for disadvantaged people who remain in the central cities. It virtually ignores the economic advantages of close ties between business and industrial enterprises, institutions, consumer services, and cultural activities, the value of which was recently underlined by the decision to locate the new NASA Space Research Center in a central city.

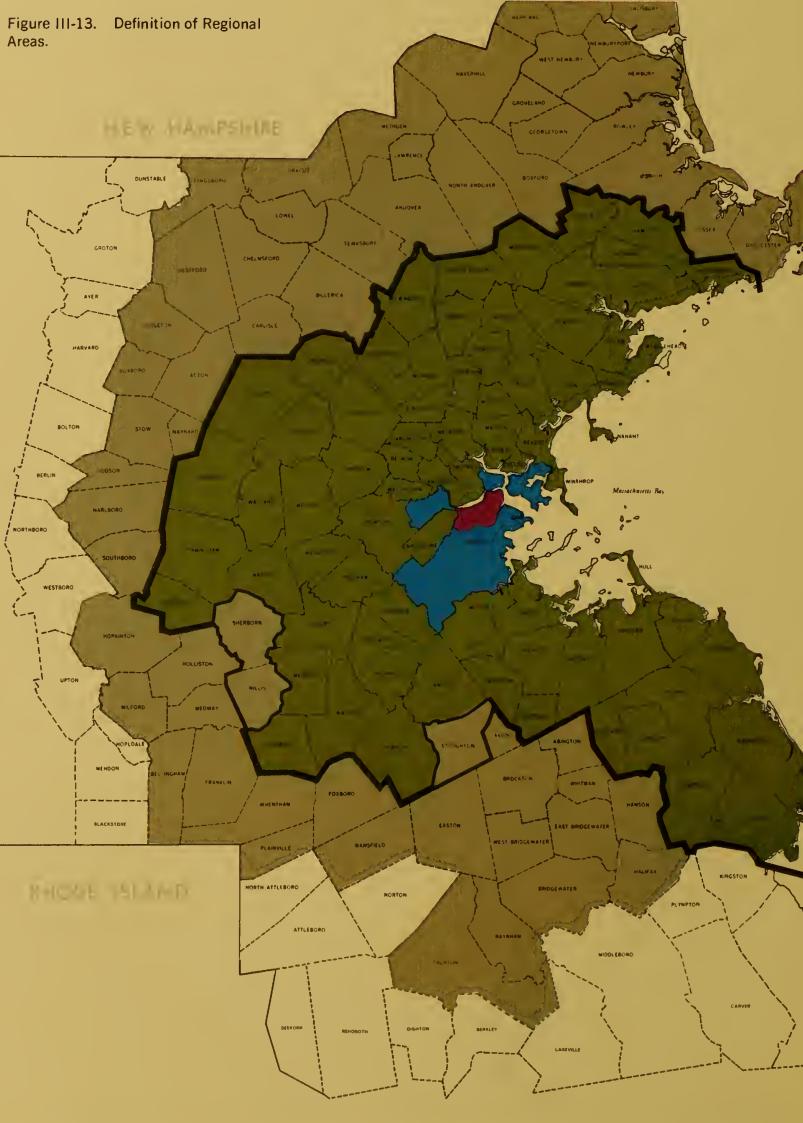
THE CITY'S ROLE IN REGIONAL PLANNING

Boston is under no obligation to allow recent trends toward a dispersed circumferential pattern of Regional development to continue unchecked. It need only acknowledge that pressures toward decentralization are national in scope, and that it must continue to show concern for local development policies which in the past have undermined so many of its strengths.

Vigorous leadership in Boston and the recent establishment of new means for coordinated Regional planning and development give Boston considerably greater control over its physical development than it has enjoyed in the past. The new Massachusetts Bay Transportation Authority, the Metropolitan Area Planning Council, and the Boston Regional Planning Project are potentially capable of resolving a number of troublesome conflicts among different localities in the metropolitan area over land use planning and development functions that are essentially local, as well as over Regional transportation planning for which no individual city or town can assume responsibility. Along with its dominance in size and function, Boston also has a harmony of interest with the other seventy-five cities and towns in the Standard Metropolitan Statistical Area, and for all of these reasons has both an obligation and the capacity to establish basic standards for a future Regional pattern of development within its boundaries.

REGIONAL PATTERNS OF DEVELOPMENT

Three land use models have been considered for their suitability to Boston in light of all other recommendations in the Plan. Each represents an approximation of the results if efforts were made to reestablish, modernize, or further extend any one of the three patterns of development described in Chapter II. They are: 1) the early, multi-center pattern of compact, independent towns; 2) the nineteenth century strong-core radial pattern, characterized by the dominance of Downtown Boston and radial railroad and street



car lines; and 3) the dispersed circumferential pattern described above, that emerged after World War II (Figure III-1). The main differentiating factors are major transportation alignments, gradations of land use density, and the distribution of compact sub-centers through the Region's built-up areas. For reasons explained in the following discussion, it is recommended that Boston adopt a pattern combining most of the elements of the multi-center and strong-core radial patterns, while adopting those features of the dispersed circumferential pattern which are not detrimental to the central cities.

MULTI-CENTER PATTERN

The multi-center pattern consists in theory of separate but functionally interacting concentrations of mixed activity, connected by multi-directional major streets. It offers some of the more important advantages that are missing from the strong-core radial pattern discussed below. Each center offers not only services required in the immediate local area but also specialized services for a large portion of the Region whose character would be derived from

LEGEND

Major Transportation Channels	
Compact Land Use Centers	
General Land Use Development	

Figure III-14. Patterns considered for future regional development.

its unique location and its existing surrounding activities. Transportation would be dispersed during peak hours rather than concentrated in a few radial channels; the economical operation of rapid transit in such a pattern, however, would be extremely difficult. Each center contains varying densities of development, and therefore a greater degree of variety and individuality.

While it is no longer possible or desirable to develop centers equal in size and importance to the Regional Core, it would be desirable to reinvigorate sub-centers between Route 128 and the Regional Core, where concentrations of population will support heavy development. These compact, mixed-use sub-centers in the central cities and towns could attract new metropolitan economic growth and former Core functions no longer bound to the Core. They would, in addition, provide an answer to suburban cultural impoverishment and augment the Regional Core's role as the prime center of all urban activities, by meeting, on their own, a great many cultural and social needs of the central City population.

An example of how the integration of sub-center functions can be accomplished through Urban Renewal, Capital Improvements, and other central city programs is the proposed integration of the Roxbury Civic Center in the Washington Park Renewal area with the existing Dudley Square business area.

STRONG-CORE RADIAL PATTERN

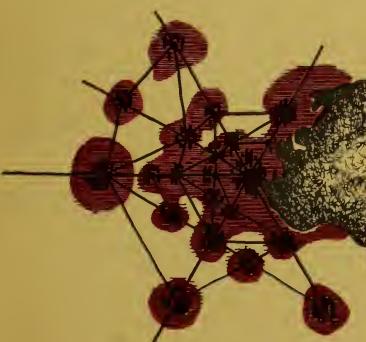
In its purest theoretical form, the strong-core radial pattern consists of major radial

transportation corridors focused on a single, dominant Regional center of development. Between radial development sectors functional interaction is minimal, since sub-centers in these sectors serve only immediate surrounding areas. Development densities are graded evenly from the highest densities in the Regional Core to low densities between the radial transportation corridors and at the suburban periphery.

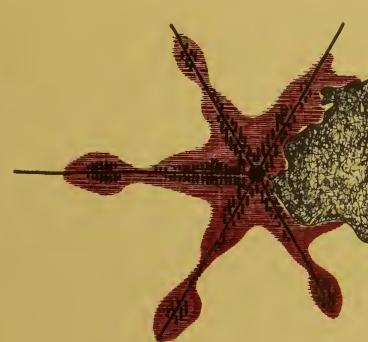
This pattern, which corresponds closely to the existing structure of Boston, represents a very heavy public and private investment that cannot be ignored. It would strengthen and multiply the central City's essential functions. Through a continuation of the present Urban Renewal and Capital Improvements programs in Boston and the initiation of similar programs in adjacent cities, it could once more become a viable pattern for future Regional development. Its achievement would require the seizing of opportunities for public action, described earlier, to reorganize and enlarge the Regional Core and to develop the radial transportation corridors.

DISPERSED CIRCUMFERENTIAL PATTERN

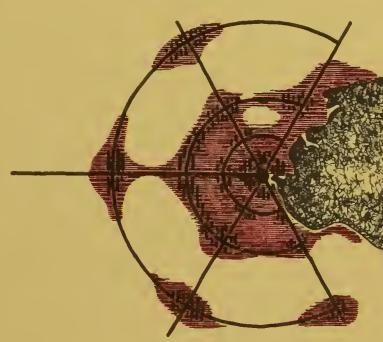
Analysis of the dispersed circumferential pattern, a logical outgrowth of the post-war events described above and in Chapter II, serves chiefly to suggest what Boston and other central cities must do to resist its full impact. Major concentric rings of highways serve the suburbs at the expense of central cities by maximizing accessibility between low-density suburbs spread



a) Multi-Center



b) Strong-Core Radial



c) Dispersed Circumferential

evenly throughout the Region. While development density is relatively higher near ring roads, there is little encouragement for the development of compact sub-centers. The decentralizing pressures of rising incomes, higher education, increased geographic and social mobility, more leisure time, and greater use of automobiles should be recognized within the central cities in the ways described above. The acknowledgment of their long-range impact is implicit in the Plan's recommendation in Chapter VI, not so much for greater population size as for greater diversity in the composition of the population and an appropriately diversified, viable economic base.

If Regional planning can produce increased suburban accommodation of the Region's disadvantaged people, Boston need not concern itself with the eventual pattern of suburban development, but need only adapt itself to the corresponding shifts in its own population. However, a better Regional distribution of opportunities for disadvantaged people may in itself be hard to accomplish unless the suburban pattern is modified to encourage efficient public transportation, low-cost housing, and convenient community facilities and services.

34

THE RECOMMENDED COMPOSITE PATTERN OF DEVELOPMENT

The choice for Boston / a composite pattern of development / would have these basic characteristics;

- a) A strengthened and enlarged Regional Core;
- b) Five to six Regional "Action Corridors," following extended and improved radial rapid transit and expressway routes between the Core and Route 128, containing a variety of local and Regional functions;
- c) The linking of adjacent cities and towns to each other and to improved principal sub-centers inside the Action Corridors by clarified circumferential and diagonal major streets.

BOSTON'S STRATEGIC GEOGRAPHICAL POSITION

Unlike smaller towns in the Region, Boston is well situated by geographical size, shape, and position to take a commanding role in shaping the recommended Regional pattern. It already contains the main sections of three out of the five or six proposed Action Corridors (Figure III-16), and even though it lacks controlling influence over Regional transportation planning, it has sufficient influence over land use development in

the Regional Core and its own circulation system to encourage a more efficient use of the Regional transportation system. Further, in occupying an entire radial sector of the Region's land area, from the Core practically to Route 128, the City can accommodate activities requiring central city locations while at the same time revitalizing its stagnating neighborhoods.

Figure III-15. Proposed Composite Regional pattern of development, containing:  limited-access expressways, rapid transit lines, and sub-centers of Regional importance;  multi-directional major streets and lesser sub-centers;  Action Corridors and other areas of major development.

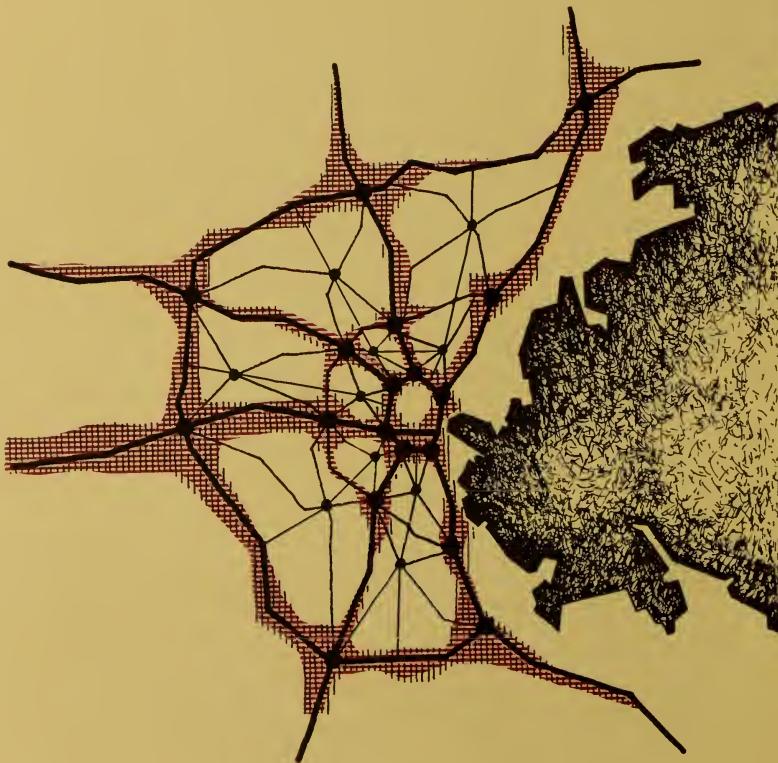
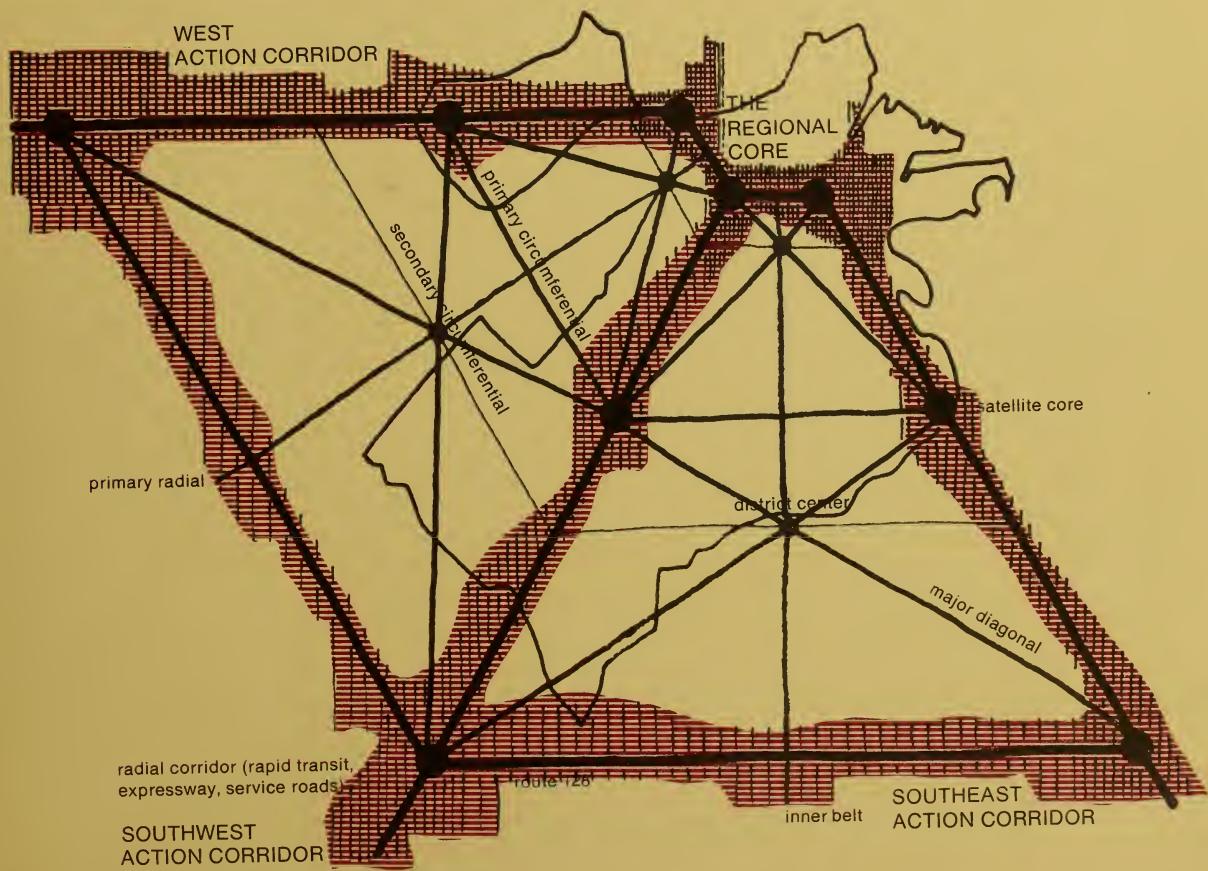


Figure III-16. Boston's strategic position in the proposed Composite Regional development pattern gives it a command of land development opportunities in three Regional Action Corridors and in several highly accessible sub-centers.



36 A LOCAL FRAMEWORK FOR BOSTON'S DESIGN

As the recommended composite Regional pattern of development takes shape, the City should work toward an orderly physical communications network and a rational distribution of residential and non-residential land uses. Borrowing heavily from the great directional variety of its existing street system, and consisting of four basic types of radial, circumferential, and diagonal streets, Boston's clarified communications network should be considerably more efficient, visually more comprehensible, and more adaptable to technological improvements and changes in traffic patterns than the old. The present sprawl and diffusion of residential and non-residential land uses, meanwhile, would be arrested by the collection and appropriate mixing of relatively intensive, non-residential land uses in five types of compact groups, located at intersections of varying importance within the communications network, and scaled in size according to their location and their dominant functions. For activities requiring unusually large amounts of land or street frontage and close communication with more than one sub-center, the land use pattern should contain a variety of land corridors and special districts designed primarily for extensive development.

FUNCTIONS OF THE NEW DESIGN

The composite pattern of Regional development must be integrated with an equally rational land use and transportation design inside the City limits of Boston. The resulting design would then illuminate principles behind proposals made elsewhere in the Plan, and, more important, provide a broad framework of design standards for long- and short-range public and private physical development. The principles underlying the Plan go beyond immediate possibilities; even though they may never be realized as they are conceived in the Plan, they still should serve to guide some of the myriad large and small plans and decisions that go into the rebuilding of a large city.

The proposed long-range design for Boston includes: 1) an orderly physical communications network; and 2) a rational distribution of residential and non-residential urban land uses.

I A NEW PHYSICAL COMMUNICATIONS NETWORK

POTENTIALS FOR IMPROVING THE EXISTING COMMUNICATIONS NETWORK

Boston's future communications network should make full use of existing multi-directional street patterns, not only because it would cost less to do so, but because these existing street patterns are functionally and aesthetically preferable to the usual, monotonous gridiron pattern. Improvements to the existing network should clarify distinctions between different movement functions, heighten functional and visual links between important sub-centers and land uses, promote well-ordered real estate design, and generally cultivate the many potential benefits of streets and public ways described earlier.

The improved communications network should take particular advantage of the great directional variety of the existing pattern. Whereas in two-directional gridiron cities movement must necessarily go to or away from the downtown, across town, or in dog-leg combinations, Boston's street system potentially, at least, allows more direct movement between points outside the Regional Core, permits maximum use of many central area street capacities at peak hours, and thus minimizes radial Core-bound traffic in residential areas. These often latent, multi-directional qualities should be captured in a more regular, geometric system that would be more efficient, visually more comprehensible, and more adaptable to alterations in the pattern of traffic and land use, and to innovations in transportation technology.

Only those transportation channels needed to accommodate present or potential highways, public transportation, and major arterial streets should be incorporated into the regularized, long-range system for the entire City. Improvements to local street systems essential to the preservation of Boston's varied neighborhood pattern should be made according to the particular needs of each individual area.

CHOICE AMONG ALTERNATIVE NETWORKS

In preparing the Plan, several possible ways of clarifying Boston's systems of communications channels were studied. Each was analyzed in abstract geometric form to determine which best fits the existing traffic patterns and the greatest potentials for Boston's development. For reasons already given, the two-directional polar grid in Figure III-17a is unsatisfactory by itself. However, the three-directional system represented in Figure III-17b is similar to the system already existing, and therefore would very likely furnish an extremely flexible, theoretical framework for distinguishing between street functions, width, length, and land accessibility. Further consideration of this and similar patterns is recommended in the implementation of the Plan.



Columbia Road, a major diagonal street linking Columbus Park and Franklin Park, in Dorchester

ELEMENTS OF THE PROPOSED MULTI-DIRECTIONAL NETWORK

In reality, a combination of the two theoretical systems would probably conform best to Boston's circulation facility needs. Its principal elements / major radial, circumferential, and diagonal channels / have served as a basis for transportation and land use recommendations in the Plan. The combination of Regional and City-wide channels for circulation facilities should contain these elements:

1. Regionally-oriented radial corridors, containing expressways, parallel service roads, and rapid transit lines. These would primarily move high-speed, high-volume traffic between the Regional Core and distant parts of the Region.
2. Regionally-oriented circumferential roadways, consisting either of expressways, such as the Inner Belt and Route 128, or improved major streets, such as Gallivan Boulevard, Morton Street, the Arborway, Cottage Street, Chestnut Hill Avenue, and Market Street. Circumferential highways or major streets would mainly serve long-distance, high-speed and high-volume traffic bypassing the Regional Core, the City's inner neighborhoods, or the entire City, along with some shorter-distance circumferential movement, which would relieve congested radial roads and

provide easier access to points inside each ring of development. The Inner Belt, like Route 128, would attract additional Regionally-oriented land uses; the circumferential major streets would link neighborhoods and towns to each other and to new development in Regional Action Corridors.

3. City-wide, major diagonal streets, providing the unique social and economic benefits of better ties between important sub-centers and between different sides of Regional Action Corridors.

Through the clarification of certain existing streets of this type, a unique feature of Boston's historic street system can become more clearly a part of the basic design and comprehensibility of the City. Although not all portions of the diagonals would necessarily serve the most important traffic functions, improved connections between streets such as Walk Hill Street and Columbia Road could accommodate substantial volumes of long-distance traffic in the most direct paths, thereby relieving crowded parts of the Regional highway system.

4. Major radial streets and circumferential streets of secondary importance, primarily serving as connectors to Regional circumferential and radial roads, supplementing their peak-hour capacity. Improved functional clarification of such radials as Blue Hill Avenue and existing

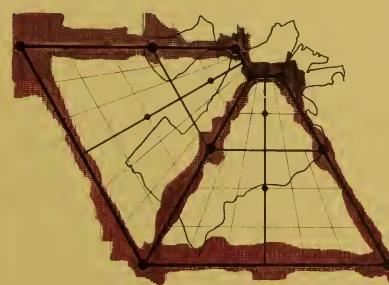
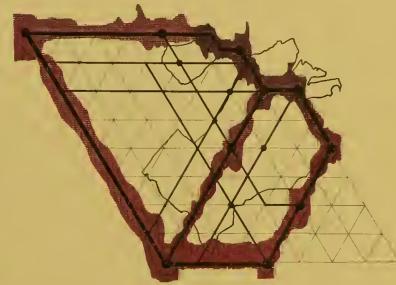


Figure III-17. Systems considered for Boston's proposed local communications network

- a) Two-directional polar grid system: simplifies traffic movement but, as in typical gridiron cities, limits travel choices and functional relationships between separate districts.



- b) Three-directional system: allows fullest utilization of Boston's existing street network to accommodate varying traffic volumes and desired travel patterns, and promotes expansion of travel choices and functional relationships between separate districts.

Figure III-18. City-Wide Elements of the Proposed Composite Regional Pattern of Development.



circumferentials, such as Seaver Street, would permit neighborhood streets to be reserved for local traffic and would strengthen connections between several neighborhoods and important sub-centers.

The main components of the proposed City-wide transportation system (Figure III-18) can be made operational by specific intersectional improvements, additional off-street parking, traffic signalization, improved property access, new street landscaping and resurfacing, and limited street widening and new construction. If elements of the Regional transportation system are put in place and included in analyses of proposals for further local improvements, Boston should have the recommended new system of major circulation channels in operation by 1975.

II A SYSTEM FOR LOCATING BOSTON'S ACTIVITIES

Structural clarity in Boston's communications network must be matched by equally coherent guidelines for the City's encouragement of appropriate locations of private land uses.

MAJOR SUB-CENTERS

Outside the Regional Core, major sub-centers, serving more than one neighborhood, offer the best starting points for clarifying Boston's land use pattern.

The present sprawl and diffusion of residential and non-residential land uses would be arrested if compatible, mixed land uses could be collected into a few compact centers in an ordered locational pattern. There would then be less cluttered development along roadways, closer mutual reinforcement of public and private facilities, and fewer neighborhood land use and traffic nuisances. Large sub-centers, located at the most important confluences of major streets and highways, would also meet the growing demand for drive-in access, for wider areas of economic support, for high-quality public services, and for opportunities for social and cultural interchange.

LEGEND

Inner Belt	
Prime Regional Core Uses	
Satellite Core	
District Center	
Community Center	
Action Corridor (Expressway, Railroad, Rapid Transit)	
Major Radial Street	
Minor Radial Street	
Outside	
City Limits	

between diverse population groups. Most of the proposed sub-centers already contain retail stores and personal services, and would therefore generally require consolidation around the most sound existing businesses, parking improvements, and only a modest retail expansion into new and more efficient outlets. By encouraging only selected sub-centers to expand, undesirable effects of land speculation and unsettling changes within neighborhoods could be better controlled.

Three basic types of major sub-centers could fulfill these functions: 1) Satellite Cores;

2) District Centers; and 3) Community Centers. Their locations, service areas, and transit, highway, and street access are shown in Figures III-19 and III-20.

1 / Satellite Cores. Intensely developed centers of activity second in importance only to the Regional Core, Satellite Cores would be located inside the Regional Action Corridors at the main intersections of Regional and City-wide highways and transit lines. As a group, Satellite Cores would contain a rich mixture of activities; individually, they would tend to specialize in one or two functions related to the character of their environs. A Satellite Core located near the mouth of the Neponset River and any site served by the

Southeast transit and highway corridors and other major streets might, for example, contain a modest line of commercial services supporting new recreational activities associated with the proposed Neponset River basin improvement, and at the same time attract a higher quality of industrial and public development than is now located there. Activities characteristically found in the suburbs might be encouraged in another Satellite Core at Forest Hills, well situated near Regional highways and transit lines. As a rule, Satellite Cores would attract activities with Regional significance, such as educational institutions, entertainment and cultural centers, sports, and certain social activities. High-density housing for a highly mobile population, general business, professional, real estate, and consumer services, and parking and transit terminals would also be particularly suitable. Retail development in the Satellite Cores would be local in character, existing primarily to support dominant retail functions in the center of the City.

Although Satellite Cores should be intensely developed, they should be given visual and functional ties to open spaces wherever possible, such as those existing between Forest Hills and Franklin Park. Architecturally, they should be

built to a combination of scales, particularly to provide a comfortable setting for walk-in trade and other kinds of personal contact. But to travelers passing through, they should serve as striking landmarks, visible and easily identifiable from the highways.

2 / District Centers. Located in the middle of land use sectors defined by Regional transportation corridors, and approached by major diagonal, circumferential, and radial streets, District Centers would contain the great variety of walk-in and drive-in services required by large, local residential populations. These would include district office space for professional and business services, general business facilities, public agency and utility branch offices, intermediate or high schools, local and City-wide recreational facilities, and a drive-in convenience goods shopping center containing food, dry goods, personal services, and minor specialty stores. On the whole, the average District Center might contain from one hundred to three hundred retail outlets, depending primarily on the size and efficiency of existing shopping facilities at that location.

Smaller existing District Centers, for example,

could be adequately served by far fewer than

three hundred stores, since any new retail

complexes would be more efficient than the old.

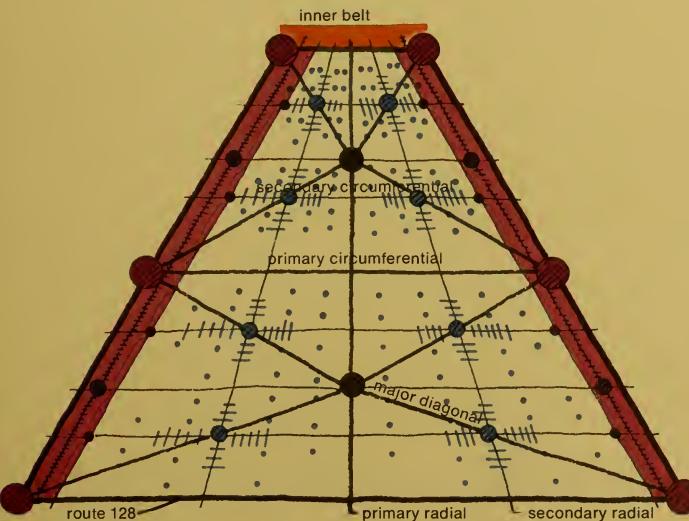
As in the case of Mattapan Square, District Centers should be developed to moderate densities and physically connected to generous open spaces. Architectural rehabilitation or redesign should restore local traditions wherever possible, but in a manner to suggest that the Center belongs in a bold, new City-wide system of major sub-centers.

3 / Community Centers. The third type of major sub-center, located at intersections of relatively major streets, should serve primarily as a rallying point of community social, cultural, and residential activities pertaining to two or more

Figure III-19. System of activity locations, showing positions of major and minor sub-centers in the proposed physical communications network.

LEGEND

- Satellite Cores
- District Centers
- Community Centers
- Minor Sub-Centers
- Local Service Corridors
- Minor Action Corridor
- Sub-Centers
- Regional Core Fringe Area



socially and physically distinct neighborhoods. Here, in centers such as Codman Square, would be found a variety of public and private community facilities and community organization offices, a drive-in convenience goods shopping center, and, in all, perhaps from thirty-five to one hundred retail outlets for food, drugs, general clothing, and occasionally personal services for walk-in trade. Again, smaller existing Community Centers would ultimately require fewer than one hundred stores, since newer facilities would be more efficient than the old.

Moderate land use densities and locally-related architecture and site design should strengthen community spirit and draw area residents into an active participation in local political, social, and cultural activities fundamentally associated with the City of Ideas.

MINOR SUB-CENTERS

Measures to encourage compact, non-residential land use development should be taken well within the neighborhoods themselves. Local public and commercial facilities strewn along traffic ways are often not integrated as neighborhood focal points, and many facilities serving broader areas create nuisances because of their improper locations within neighborhoods. By means of land use consolidation through zoning controls,

Urban Renewal, public facility and circulation improvements, rehabilitation, and other public assistance, two types of minor sub-centers can be created: 1) Neighborhood Centers; and 2) Frontage Street Groups.

1 / Neighborhood Centers. Neighborhood Centers offering convenience retail, personal services, and occasionally supermarkets, with up to twenty-five stores in all, would cater primarily to walk-in trade. Wherever possible, they should combine neighborhood commercial services at common points of important local access with elementary schools, playgrounds, small parks, local churches, and small institutions. In neighborhoods of several residential building types, these centers can be further strengthened by being integrated with medium- and high-density housing.

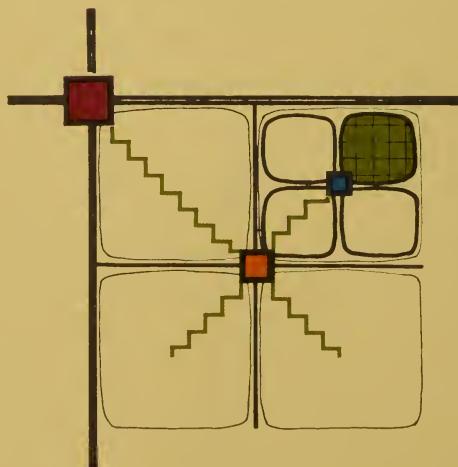
2 / Frontage Street Group. The Frontage Street Group would occur at selected spot locations within existing strip development where existing neighborhood commercial and public services need strengthening, and would satisfy the demand for nearby essential shopping. On its fringes, off-street parking and small parks would assist the more useful small enterprises competing with larger shopping centers and discourage strip development between points assigned to Frontage Street Groups.

Major sub-centers that should be encouraged to expand:
Forest Hills, a Satellite Core
Mattapan Square, a District Center
Codman Square, a Community Center



Figure III-20. Proposed system of compact land use sub-centers, showing relative sizes, locations, and areas served.

LEGEND
Satellite Core
District Center
Community Center
Neighborhood and Other
Minor Sub-Centers
Capital Web, Auto and Pedestrian Links
Between Sub-Centers



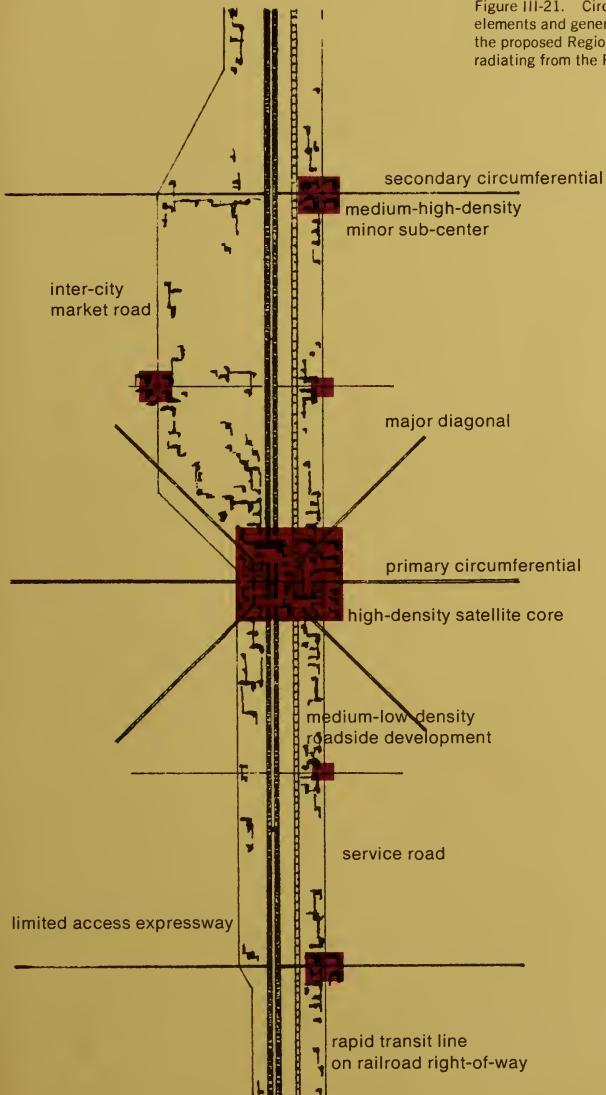


Figure III-21. Circulation and sub-center elements and general land use texture of the proposed Regional Action Corridors radiating from the Regional Core.

LAND USE CORRIDORS AND SPECIAL DISTRICTS

Not all commerce and public services can be concentrated in compact land use sub-centers. Much of this type of activity serves passing motorists, and requires far more major street frontage and communication with other centers than would be available in well-ordered, pedestrian-level centers. Commercial and public services supported by industrial employment populations, if they are properly integrated with industrial land use and access patterns, will tend to assume the spread-out characteristics of their parent land uses.

For these reasons, there should be large-scale strip development and special function areas in Boston's distribution of activities. Urban sprawl and roadside clutter have been, to be sure, one of the least attractive, least efficient by-products of land speculation in the automobile age. Yet, the vital economic and functional relationship between modern roadways and continuous land use growth can be transformed into a well-ordered linear pattern of non-residential activities. The basic elements of such a pattern might include:

- 1) Local Service Corridors; 2) Regional Action Corridors; 3) Regional Core Fringe Areas; and 4) Special Districts.

1 / Local Service Corridors. Local Service Corridors would consist of zones along lines of communication between sub-centers, containing primarily public and semi-public facilities, and local, auto-oriented commercial enterprises. These would be integrated with the Capital Web and special private land use zones recommended earlier in this chapter. Local Service Corridors should be easily accessible both by foot and by automobile. Development inside the Corridors, including continuous pedestrianways and open spaces, should serve several different neighborhoods and link them to important parts of the City.

2 / Regional Action Corridors. As a new Regionally-oriented superstructure of activities, sustained by the heavy radial flow of traffic in and out of the Regional Core, Regional Action Corridors would contain primarily the functions of Satellite Cores described above, and, in addition, provide suitable sites for less intensive uses, such as manufacturing, wholesaling, goods distribution, auto sales, and transportation enterprises. Located between Regional transportation channels and the nearest parallel streets outside existing residential neighborhoods, Action Corridors would contain activities functionally linked with both the Regional Core

and with other Regional locations, activities supported by traffic between the Regional Core and other areas, and activities requiring a comparatively central location but unable to locate in the Core. Development controls in Action Corridors should encourage the growth of Satellite Cores and lesser, compact sub-centers convenient to local employment and residential populations, where secondary circumferential arterials join the Regional transportation system.

3 / Regional Core Fringe Areas. The fringe areas of the Core should become especially appropriate locations, after the construction of the Inner Belt, for activities requiring Regionally central locations but unable to locate inside the Core. Initially, development of this type may occur in separate complexes associated with Inner Belt / radial arterial intersections, but the construction of service roads would probably spread it out in a continuous moderate-density band, broken up only where open spaces and high-density residential uses are interposed as a matter of deliberate planning policy. Chapter XI indicates the types of activities that might locate in these areas.

4 / Special Districts. Special Districts would exist for activities such as the Airport, the Port, the South Boston industrial complex, and other space-consuming, specialized land uses, including large institutions and recreational facilities and general commercial enterprises serving the Region. Unlike the mixed-use sub-centers and linear strip development described above, Special Districts would be designed almost exclusively to increase the efficiency of similar enterprises rather than to strengthen ties between a variety of activities. Recommended locations for Special Districts, shown as significant, non-residential land use areas outside the Regional Core on the 1975 General Land Use Map, have largely been determined by the Regional transportation system, topography, the availability of non-residential land, and by historical distribution patterns of Special District functions.

IMPLEMENTATION OF THE PROPOSED LAND USE DESIGN

Many recommended improvements to Boston's land use design, shown on the 1975 General Land Use Map, can be made in much of the City through Urban Renewal. In both Renewal and non-Renewal areas the proposed pattern of land use development can best be brought about through the Capital Design process, by a careful integration of public facilities and circulation improvements with areas where changes in private activities are envisioned.

The Plan for the Capital Web (Figure III-23) proposes a City-wide public communications and facilities network designed to encourage private development. Special features of this plan are: 1) the continuous linkage between private non-residential sub-centers; and 2) the introduction of important communal activity zones linking landlocked interior residential areas to shoreline recreational improvements, to large parks such as Franklin Park, and to certain features of the topography, such as the Neponset River. The implementation of the new design for Boston described in this chapter, for which the Capital Web is the basic framework, should be given careful consideration in the future programming, staging, and coordination of circulation, zoning, and capital improvements, and in other actions both inside and outside of Urban Renewal project areas.

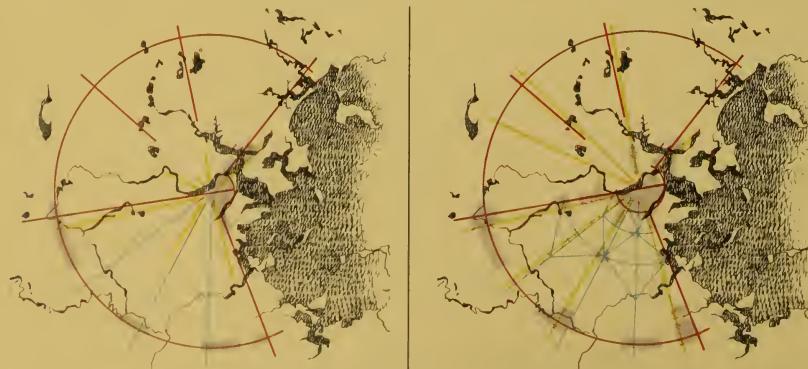


Figure III-22. Stages in the Evolution of the Proposed Regional and Local Framework for Boston's Design.

- a) Stage I. Existing Segments of the Proposed Development Pattern.
- b) Stage II. Transit lines in the north and northwest are extended beyond Route 128 prior to the construction of expressways in the same corridors into the Core. Three other rapid transit lines are extended along corridors in the southeast and southwest presently served by an expressway and two major radial streets. Additional sections of the Inner Belt have been built in advance of further radial expressway construction, while improvements are made to major radial streets supplementing Action Corridors not yet served by expressways or rapid transit.
- c) Stage III. With the completion of Regional transit and expressway systems simultaneously with the local major street network, Satellite Cores and District Centers are encouraged to expand in areas closer to Route 128. Community Center expansion and other minor sub-center improvements are also encouraged, while existing strip development interfering with the functioning of major streets is eliminated wherever feasible. Continuous Action Corridor development between Satellite Cores takes place in response to incentives created by the foregoing combinations of transit, expressway, and major street improvements, and to the site requirements of activities unsuited to locations within neighborhoods then nearing completion of conservation and renewal.

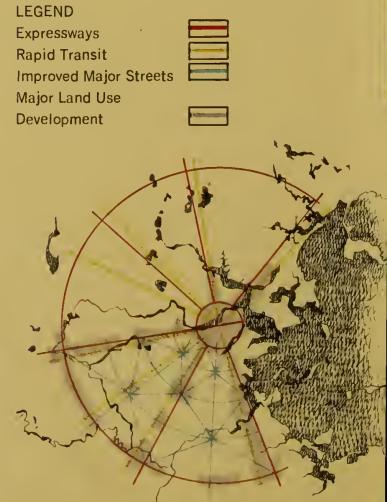




Figure III-23. Plan for the Capital Web. The "Capital Web" proposed by the Plan embodies the principles of "Capital Design," and constitutes the basic framework for the new design for Boston described in Chapter III. As illustrated in this map, it is composed of continuous links of public facilities and open spaces between commercial sub-centers, together with special zones for related private community activities linking residential areas to recreational and topographical features.

LEGEND

Commercial Sub-Centers	[dark red square]
Public and Semi-Public Facilities	[light blue square]
Public Open Spaces	[dark green square]
Zones for Related Private and Other Community Facilities	[yellow square]





CHAPTER IV
LAND USE SUMMARY

Every type of productive land use in Boston should gain substantially in new acreage by 1975; the achievement of the basic goals of the Development Program should mean, among other things, the total reclamation of the City's more than three thousand acres of vacant land. For greater efficiency in the use of land, acreage increases should also be supplemented by greater densities in all building uses in and near the Regional Core and important sub-centers, a greater density of commercial use throughout the City, and a wider range of residential and industrial land use densities to suit different types of locations and sites. Marked increases in open space, school, and other public facility acreage will reflect the City's policy of encouraging quality and diversity rather than sheer magnitude of population and employment.

LAND USE SUMMARY



VIEW OF COURT AND TREMONT STREETS

MAJOR CHANGES IN CITY-WIDE LAND USE, 1960/1975

The orderly growth and development of Boston will, over a period of time, necessitate certain changes in the City's land use pattern. One of the most striking examples of past changes resulted from the marked decline in manufacturing activity in the Regional Core during the past two decades. In the coming decade, there is every reason to expect that there will be equally marked changes, both as a result of policies expressed in the Plan and as a reflection of long-standing trends. The purpose of the Plan is to insure that each change works toward a more efficient, productive allocation of the City's available land.

Thus, by 1975, increases in acreage, density of land use, and diversity of densities for all types of productive land use should have eliminated Boston's 3202 acres of vacant land. Land uses accounting for the greatest projected increases in City-wide acreage are institutions and public facilities (45 percent), commerce (29 percent), and open space (21 percent) (Table 2). Modest gains are anticipated in residential and industrial acreage (4 percent and 9 percent, respectively).

CITY / REGIONAL CORE COMPARISONS

Every type of land use, with the notable exception of vacant land, is expected to increase either in total acreage or in density of land use both in the City and in the Regional Core. The combined expansion of land uses in the Core should eliminate the Core's 270 acres of vacant land by 1975.

Table 2

PROPOSED LAND USE ACREAGE CHANGES, CITY OF BOSTON, 1960/1975

	Regional Core		Outside		City Total		Percent Change		
	1960	1975	Percent Change	Regional Core	Percent Change	1960	1975		
Residential	1,070	970	-9.3	13,505	14,161	4.9	14,575	15,131	3.8
Commercial	400	690	72.5	961	1,039	10.2	1,361	1,749	28.5
Industrial(1)	310	160	-48.4				3,902	4,256	9.1
Institutional /				3,592	4,096	14.0			
Public(2)	400	550	37.5	1,569	2,295	46.3	1,969	2,845	44.5
Open Space	300	380	26.7	4,541	5,489	20.9	4,841	5,869	21.2
Airport	—	—	—	1,500	1,500	—	1,500	1,500	—
Vacant	270	—	-100.0	2,932	—	-100.0	3,202	—	-100.0
Streets and Highways	(3)	(3)		(3)	(3)		(3)	(3)	
TOTAL	2,750	2,750(4)		28,600	28,600(4)		31,350	31,350(4)	

(1) Includes railroads and U.S. Naval installations.

(2) Includes public schools and playgrounds.

(3) Street and highway acreage is included in the preceding gross acreage estimates. The City Planning Board estimated that in 1960 there were 960 acres of streets and highways in the Regional Core and 4,840 acres outside the Core, a City-wide total of 5,800 acres.

(4) Does not include acreage that may be created by offshore filling.

Figure IV-1. Air rights development over major highways and railroads: a significant opportunity for new construction at a few important, central locations, where available acreage is in shortest supply and development intensity and functional continuity are most needed.



Residential acreage in the Regional Core will probably drop before 1975, from 1070 acres in 1960 to 970, even though there should be no corresponding decline in housing accommodations or population. The City-wide residential acreage increase will instead be brought about by new housing development outside the Core, occupying approximately 5 percent more acreage in 1975 than in 1960. Residential space requirements should decline in the Core only because the type of housing that is to be added to the Core's existing stock by 1975 will require less space, and not that the amount of housing will be substantially reduced in the next ten years. On the contrary, the Plan proposes the construction of several thousand new housing units in the Core and the rehabilitation of several thousand more between 1960 and 1975 (See Table 9).

Owing to the rapid growth of commercial activity in the Core since the Second World War, Core acreage devoted to commercial uses will have closed the gap appreciably between the relative proportions of commercial and residential land in the Core, probably from a difference of 25 percent to less than 10 percent. Commercial land is expected to increase by 290 acres in the Core between 1960 and 1975, from 14.5 percent to 25.1 percent of the Core's total 2750 acres. Outside the Core, the increase will be significant, although measurably less.

Vacant and underused land



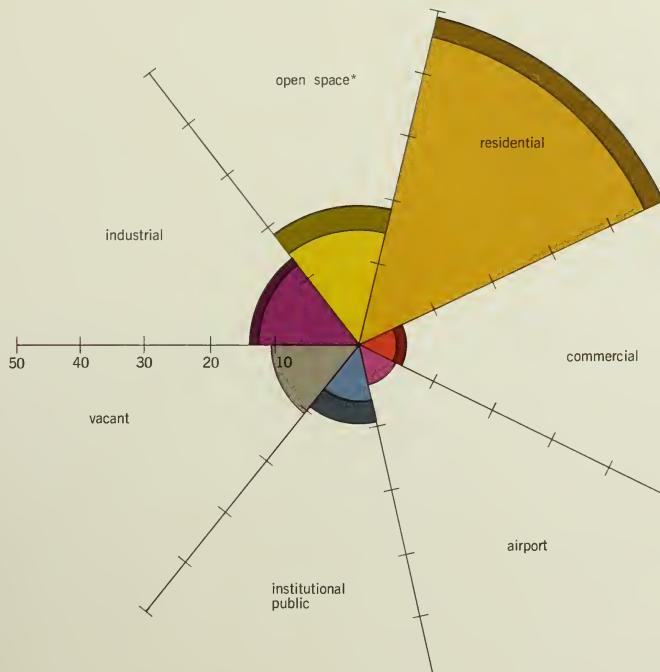
As a proportion of the Core's total land area, industrial land use will decline from over 11 percent in 1960 to less than 6 percent in 1975; City-wide, industrial land should make modest gains from about 3900 to 4300 acres in 1975, for an increase of some 9 percent.

Institutions and public facilities should represent one-fifth of the Core's total land area in 1975, as against approximately one-sixth in 1960. As a

proportion of the total land area in the rest of the City, institutions and public facilities will increase from approximately 6 to 9 percent.

Open space both in and outside the Core will increase by more than 20 percent, from 300 to 380 acres inside the Core and from 4541 acres to 5489 acres in the rest of the City. Vacant land in the Core, as in the rest of the City, will probably be eliminated by other land use expansion.

Percent Distribution of Existing and Proposed Land Use Acreage, City of Boston, 1960, 1975



*Includes City Public Schools and accompanying playgrounds.

SOURCE: Boston Redevelopment Authority staff estimates.

KEY

1960 Percent Distribution



1975 Percent Distribution



New Downtown office tower construction



Marksdale Gardens, a 166-unit, "d3" private housing development for moderate- to low-income families, in Washington Park, emphasizing a successful combination of low-cost construction techniques and good design

UNDERLYING PROSPECTS AND POLICIES, BY INDIVIDUAL CATEGORY

1 / Residential. Change in City-wide acreage, 1960/1975: from 14,575 acres to 15,131 acres / 3.8 percent increase. The amount of land that the City has available for residential use will to a great extent determine whether it reverses its population decline, offers its inhabitants a significant choice in types and quality of housing, and increases its proportion of moderate- and upper-income families who have been moving to other parts of the Region. The Plan proposes a modest growth in residential acreage, an improved distribution of diverse housing types, and a moderate increase in housing densities in many parts of the City between 1960 and 1975.

2 / Commercial. Change in City-wide acreage, 1960/1975: from 1361 acres to 1749 acres / 28.5 percent increase. The expected increase in commercial land use acreage in Boston primarily reflects a significant amount of Regional Core office and visitor accommodations development, along with the acceleration of Core retailing activity and the modernization of local subcenters. It should be called for by three key goals of the Plan: the stabilization and

diversification of the population; new housing construction; and the Regional Core's expanded role as a center for business services.

3 / Industrial. Change in City-wide acreage, 1960/1975: from 3902 acres to 4256 acres / 9.1 percent increase. Older types of industry that left Boston during the last two decades are being replaced by newer types better suited to the City's institutional and other City of Ideas attributes (Table A-7). A considerable amount of vacant and underused land, and properties belonging to railroads, can be put to more intensive, higher-quality, science-based and Core-oriented use. Other major central and suburban land resources near airports, the Port, along Action Corridors, and at outlying points such as Readville, offer a variety of site characteristics capable of accommodating a broader diversification of Boston's industrial plant. Thus, while overall increases in industrial acreages are not extensive, a more varied pattern of industrial land uses and distribution, along with greater utilization of existing industrial use areas, is made possible by the Plan for industrial land reorganization.

4 / Public Facilities. Change in City-wide acreage, 1960/1975: from 1969 acres to 2845 acres / 44.5

percent increase. The extent of the anticipated increase in this acreage reflects primarily the projected expansion and upgrading of the neighborhood public school system, along with



New industrial land use in the New York Streets renewal project area



QUINCY MARKET

new development of accompanying recreational facilities and other governmental facilities improvements. A small amount of expansion space for major tax-exempt institutions has been combined with the more significant public facility acreage increases in all land use maps, tables, and charts in the Plan.

5 / Open Space. Change in City-wide acreage. 1960/1975: from 4841 acres to 5869 acres / 21.2 percent increase. Boston's open spaces are generally more than adequate in terms of gross size, but too often they need to be located where they will be more fully used. The sizeable projected increase in open space land use under the Development Program, therefore, will be largely the result of efforts to develop the shoreline and the Neponset River area for recreational purposes, and to bring new open spaces and recreational facilities closer to communities requiring them. Two kinds of open space programs will account for most of the acreage increase: 1) large parks and recreational improvements capitalizing on underused harbor frontage, the Neponset River, and other water bodies; and 2) expansion of local parks and other recreational areas in the more crowded Renewal areas, partly to assist in the reclamation of presently inaccessible hilltops and to improve the accessibility of historic assets.

BROADER IMPLICATIONS OF LAND USE CHANGES

Envisioned in these proposed targets for future land use changes by 1975 are not only increases in all types of productive land use acreage, but also greater densities of commercial use generally and of all building uses in and near the Regional Core and important sub-centers, and greater diversification of residential and industrial land uses. The Plan proposes the addition of much new acreage for public facilities and open spaces, in keeping with its policy of making Boston's environment conducive to a diversified population and economy, rather than engaging in a vain pursuit of sheer magnitude of population and employment. The Plan's policy is consistent with the goals of the "City of Ideas." It will also require a great deal of public and private effort to achieve, for Boston could leave unused much of its land that has, in the past, been difficult to develop, and for which economic incentive has been missing. Nevertheless, recent construction trends in Boston and further bright prospects for new development outlined in succeeding chapters should permit the City to take a bolder view of its land use prospects than might formerly have been thought possible (Tables A-8, A-9).



Henry Grew public elementary school, in Hyde Park, built in 1956

Charles River Embankment









CHAPTER V
HUMAN RESOURCES

The Development Program was founded on the assumption that no resource is more vital to the City than its people, and that the elimination of physical blight in Boston can only be accomplished if it is accompanied by the elimination of its social counterparts: poverty; racial injustice; insufficient schooling; and unemployment. The City gives its own "War on Poverty" the necessary broad financial and administrative base through close cooperation among the Redevelopment Authority, the Office of the Mayor, the City's School, Welfare, and Recreation Departments, and Action for Boston Community Development (ABCD), a private, non-profit organization created in 1961 to assist community rehabilitation programs. Together, these agencies should work to eradicate racial discrimination and to provide job training and a variety of other services essential if there is to be cultivation, rather than waste, of human resources in Boston.

HUMAN RESOURCES

THE DISADVANTAGED

Boston's most valuable resource is its people; yet just as large areas of the City are blighted, a large number of its people suffer from poverty. Many, too, feel the special handicaps which race and color still confer in our society. All too often disabled persons, the unskilled, the aged, non-whites, and the unemployed inhabit a social, economic, and physical world not easily recognizable to the majority of their fellow urbanites. Deprived of the cultural and economic fruits of the "City of Ideas," their main concern is not just income inequality but day-to-day survival. Through archaic community facilities, inadequate employment opportunities, racial discrimination, and any number of other causes, their talents and energies are being wasted. There is growing recognition that if education is to help disadvantaged people remove their handicaps, a concerted effort must be made to devise special educational programs for this purpose. Steps along this line have been initiated.

In the 1950's and 1960's, the same groups continually have shared the plight of the disadvantaged. At the same time, opportunities for work have been changing, and, as a result, the composition of the group we call our poor is changing. In yesterday's world, untrained workers could find a job and expect that in time earnings would improve along with skill. An increasingly automated economy, however, demands an increasingly skilled labor force. An unskilled worker cannot hope to better himself much, if, indeed, he has a job at all. This situation is apt to become especially aggravated in Boston as the Regional economy becomes increasingly associated with advanced technology, research, and similar activities.

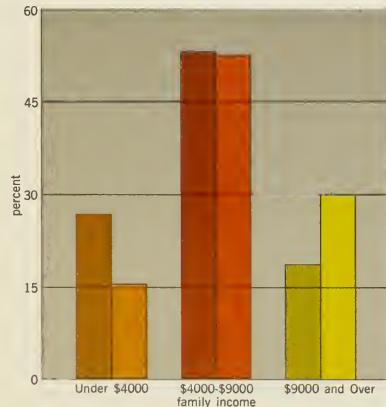
In an environment where the highest respect is accorded intellectual and cultural achievement, nearly 30,000 of Boston's adults had not gone beyond the fourth grade in school as of 1960. More than 15,000 / most being lately-arrived, unskilled under-privileged racial and social groups / had had no schooling whatsoever. One out of seven of Boston's families in 1960 had an income of less than \$3000, including 40 percent of the families living in the South End, 28 percent of those in Roxbury, and 21 percent in Charlestown. More than 10 percent of the City's children under 18 are supported by public welfare.

INTEGRATING PHYSICAL AND SOCIAL RENEWAL

Through its Development Program, Boston declared "war on poverty" four years before the enactment of the Economic Opportunities Act of 1964. From its inception, the Development Program has proceeded



Percent of Population in Selected Income Ranges, Boston and SMSA, 1960



SOURCE: United States Census of Population: 1960.

KEY
Boston
SMSA

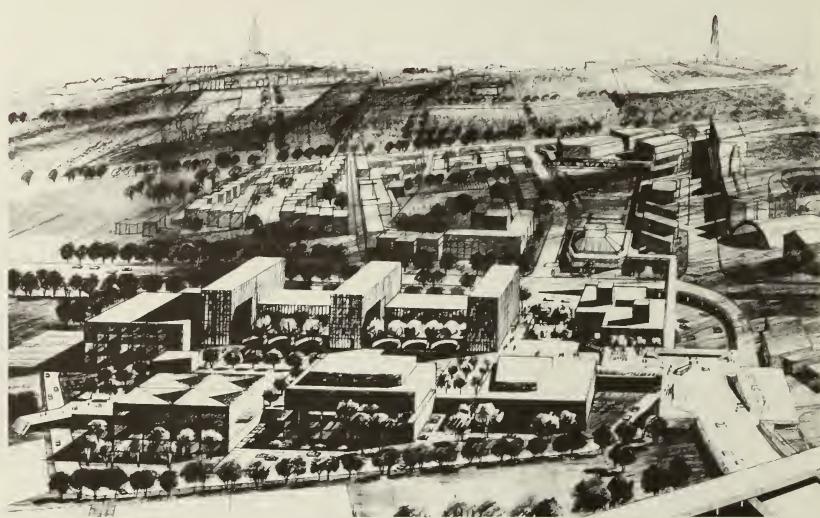


Figure V-2. Cultivating human resources in Boston: the proposed Massachusetts Bay Community College, to be located in Charlestown.

on the assumption that Urban Renewal and the cultivation of human resources go hand in hand. Long-range goals for social as well as physical development underlie nearly every proposal in the Plan and nearly every project undertaken by the Redevelopment Authority. The origins of large-scale, intensive social rehabilitation in Boston may, in fact, be traced to the beginning of the Development Program.

Realizing that the City could not be strengthened by physical means alone, the Mayor in 1960 urged that a program of human renewal be undertaken. Shortly thereafter, a privately-financed, non-profit organization, called "Action for Boston Community Development" (ABCD), was founded to furnish planning, research, financial, and other assistance to public and private community rehabilitation projects. The Redevelopment Authority and ABCD work closely, in turn, with the Office of the Mayor, and Boston's School Committee and Welfare, Parks and Recreation, and other departments. Only in this manner, through the coordinated concentration of every agency's resources on the same geographical areas and segments of the population, can Boston's poverty program be given the necessary broad financial and administrative base, and therefore the greatest possible chance to succeed.

GOALS FOR BOSTON'S WAR ON POVERTY

Since the beginning of the nation's declared War on Poverty and the enactment of the Economic Opportunities Act, the Redevelopment Authority, ABCD, and other agencies interested in the development of Boston's human resources have been prepared to offer effective local participation and leadership. Now they must pool their considerable planning, administrative, and redevelopment experience, and, together, make every effort to:

- 1 / Break down discriminatory barriers that waste talent, inhibit motivation, limit educational achievement, and restrict choice of residence and employment;
- 2 / Support efforts already being made in elementary and secondary schools to provide imaginative curricular incentives to children from disadvantaged families;



Civil rights march in Boston, on "Martin Luther King Day" in Massachusetts, April 23, 1965. The march, led by the Rev. Martin Luther King, is shown here moving down Columbus Avenue in the South End toward the Common.



THE BOYS WORK ROOM PERKINS INSTITUTION
SOUTH BOSTON



Painting session at ABCD's
Pre-Kindergarten Program, Whittier Street,
Roxbury.



Work-crew project at ABCD's Roxbury
Youth Training and Employment Center.
Boys are being taught how to repair a
broken window.

- imaginative curricular incentives to children from disadvantaged families;
- 3 / Make health and welfare services physically visible and readily available to everyone in need of them;
 - 4 / Develop reliable methods of relating job training to changing job opportunities;
 - 5 / Rehabilitate neighborhoods and improve community facilities;
 - 6 / See to it that more unemployed and unskilled workers are equipped with useful skills adaptable to changing employment opportunities, principally through improved educational and job training programs;
 - 7 / Eliminate adult illiteracy;
 - 8 / Rehabilitate and otherwise assist the City's transients;
 - 9 / Improve living conditions for the elderly and families of limited income;
 - 10 / Improve home management skills;
 - 11 / Provide legal, medical, and housing services for the indigent.

YOUTH SERVICES

For the youth of Boston, ABCD and the City School Committee, and the City Departments of Welfare and Parks and Recreation have demonstrated that coordinated community action can accomplish a number of worthy goals. Some of these include:

- 1 / Improved teaching of the basic education skills / reading, writing, and arithmetic;
- 2 / Intensive remedial education;
- 3 / School social work and academic guidance and counseling services;
- 4 / Day care centers and other programs for pre-school children;
- 5 / After-school study centers and tutoring, and special summer, weekend, and after-school programs;



O'Day Playground, in the South End, one of Boston's newest and best equipped play areas

- 6 / Health examinations and other health services;
- 7 / Work-and-study programs, job training, and job placement programs;
- 8 / Recreational and cultural activities in and out of school.

UNDERLYING POLICIES OF THE PLAN

Community resources should be mobilized toward the accomplishment of these goals within the framework of policies established by the Plan:

- 1 / To prevent the waste of human resources in Boston;
- 2 / To encourage the development in Boston of a land use and transportation design that will enhance the public's sense of physical coherence, natural amenities, and health in the community, and therefore be more richly expressive of the City's capacity for purposeful, social change;
- 3 / To increase individual options for community services by making public and institutional facilities accessible and attractive, and therefore less likely to deteriorate because of improper design or location;
- 4 / To adopt development priorities for better schools, recreation, institutions of various kinds, health and welfare facilities, and measures for the enhancement of that which is most enriching and pleasant in life in Boston, in the belief that the development of these resources is an important first step in helping disadvantaged individuals to help themselves.

The development of human resources in Boston will be vital to the success of the entire Development Program, for the stability and healthy diversity of Boston's population will require the cooperation of those who live in the neighborhoods most in need of renewal. The utilization of this most important of all resources / the people of Boston / cannot be achieved by physical means alone.



CHOOSING THIMBLES AT MISS BRACKETT'S SCHOOL



SOUTHWEST VIEW OF THE OLD BAILEY

54





A dark, grainy, high-contrast photograph of a residential street. The scene is dominated by large, mature trees with intricate, sprawling branches that cast deep shadows over the houses. The houses are multi-story brick structures, some with visible porches and windows. The overall atmosphere is somber and mysterious due to the low lighting and texture.

CHAPTER VI
POPULATION AND
HOUSING

The Plan recommends that population stability rather than growth for its own sake be promoted in Boston. If the Development Program reaches its basic goals, the population should stabilize at between 685,000 and 700,000 in 1975, an increase of at least 67,600, or eleven percent, over the estimated 1965 population. Diversity in the composition of the population must also be encouraged, for among those who left Boston for the suburbs and beyond during the past fifteen years were disproportionately large numbers of middle- and upper-income groups, working-age groups, and the highly skilled.

The availability in Boston of a variety of types and locations of new and rehabilitated housing units should be the primary means of achieving these ends. The Plan therefore recommends the construction of 37,000 new and the rehabilitation of 32,000 existing housing units during the 1960/1975 span of the Development Program. Nearly two-thirds of the proposed rehabilitated units are located in the Regional Core, where some 9,000 new elevator units, along with approximately 8,000 row houses and garden apartments, should also be constructed. The remaining new and rehabilitated units, predominantly low-rise, low-density types, should be evenly distributed between Intermediate Renewal and Improvement areas outside the Core.

Finally, it is essential both to the success of the Development Program and to the welfare of the entire metropolitan area that every community in the metropolitan area assist the City in its efforts to solve two of the area's most serious problems: the critical shortage of good low-income housing and the inability of the City's growing non-white population to share equally in the area's expanding opportunities for housing, education, and employment.

A MARKED DECLINE IN POPULATION

After almost a century of spectacular growth and comparative stability, Boston's population fifteen years ago began dropping at the rate of approximately 12,000 a year (Table 3). Well over one-third of these departed for the suburbs or for other parts of the country within the last five years¹. About half were residents of four of the City's oldest neighborhoods: Roxbury / North Dorchester; the South End; Charlestown; and South Boston. Only three areas / Hyde Park, West Roxbury, and Jamaica Plain / showed modest gains (Table 5). Thus, it would appear that the main population shift is away from the Core to areas outside the Core, but not necessarily outside the City. Another noteworthy feature of the trend is the heavy population decline in Boston's Back Bay, where housing conditions are comparatively good.

Table 3

POPULATION GROWTH IN BOSTON AND REGION,
1850/1965, ESTIMATED 1970/1975

	BOSTON (1)		GBESC AREA (4)	
Year	Population	Percent Change	Population	Percent Change
1850	136,881		529,126	
1860	177,840	30.0	690,222	30.4
1870	250,526	69.0	874,461	26.7
1880	362,839	44.8	1,142,412	30.6
1890	443,477	24.0	1,452,900	27.2
1900	560,892	25.1	1,836,575	26.4
1910	670,585	19.6	2,207,377	20.2
1920	748,060	11.6	2,495,222	13.0
1930	781,188	4.4	2,828,700	13.4
1940	770,816	-1.2	2,882,700	1.9
1950	801,444	4.0	3,161,779	9.6
1960	698,080	-12.8	3,467,543	9.7
1965	617,366(2)	-11.6	3,635,000(3)	4.8
1970	655,000(3)	6.1	3,802,500	4.6
1975	685,000(3)	2.7	3,970,100(3)	4.4

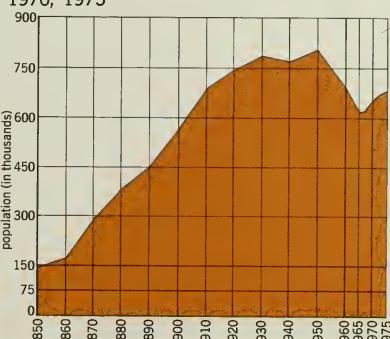
Sources:

- (1) United States Decennial Census of Population.
 - (2) Commonwealth of Massachusetts, Decennial Census of Population, 1965.
 - (3) Boston Redevelopment Authority staff estimates.
 - (4) Greater Boston Economic Study Committee, Population Reports, especially Economic Base Report No. 9, Projections of Greater Boston's Population to 1970 and 1980, July 1962.
- The Greater Boston Economic Study Committee Region includes 153 cities and towns surrounding Boston, an area twice as large as the Census definition of the Standard Metropolitan Statistical Area (76 cities and towns).

1 / It is important to note, however, that among population groups most dependent on public services / racial minorities, the elderly, and law-income groups generally / public school enrollment and welfare assistance figures indicate an increase in numbers during these years.



Boston Population 1850-1965, Estimated
1970, 1975



SOURCE: United States Census of Population: 1850-1960.
Commonwealth of Massachusetts, Decennial Census of Population, 1965.
Boston Redevelopment Authority staff estimates.

CHAPTER VI POPULATION AND HOUSING



COMMENCEMENT DAY AT HARVARD IN HOLMES'S TIME

Table 4

MEDIAN FAMILY AND UNRELATED INDIVIDUAL
INCOME, BOSTON RENEWAL AND IMPROVEMENT
AREAS, 1950/1960 (1)

					Percent
	1950	Rank	1960	Rank	Increase
West Roxbury	\$3987	1	\$6960	1	75
Roslindale	3503	3	6145	2	75
Hyde Park	3506	2	6059	3	73
Dorchester	3288	4	5450	4	66
Jamaica Plain	3027	6	4999	5	65
Brighton	3189	5	4928	6	55
East Boston	2713	8	4611	7	70
South Boston	2784	7	4509	8	62
Charlestown	2089	12	4213	9	102
Roxbury / North					
Dorchester	2604	9	3886	10	49
Beacon Hill /					
West End	2132	10	3856	11	81
Downtown North	2131	11	3695	12	73
Back Bay	1793	14	2987	13	67
Parker Hill /					
Fenway	2063	13	2845	14	38
South End	1497	15	2084	15	39
Downtown	1442	16	2076	16	44
All Areas	\$2768		\$4663		68
City Total	\$2643		\$4264		61
	(\$5747, excluding unrelated individuals)				

(1) Median incomes for each census tract weighted according to tract population.

Source: U. S. Census of Population: 1950 and 1960.

Boston's small share of the Region's population / 20 percent / can be attributed to the fact that the City ceased annexing new territory soon after the turn of the century, and as a result, it has an unusually small geographical size for the core city of a large metropolitan area. However, even the Region as a whole, which has been outgrowing Boston since 1870, has had a growth rate since 1910 which is only half that of the nation and even less than that of most other urban areas.

CHARACTERISTICS OF THE POPULATION FAMILY INCOME

About 54 percent of the families in Boston and the Region beyond are middle-income (\$4000 / \$9000), but there are 11 percent more families in the over \$9000 range outside Boston and 11 percent fewer families under \$4000. Between 1950 and 1960 the average Boston family income also increased at a slower rate than that of the rest of the Region (Table A-1).

AGE

The proportion of the very young (0-15 years of age) and the elderly (over 65) in the City and the Region expands while the work-age population contracts. Primary causes are the post-war baby boom and the increased longevity of the population as a whole. Those over 65 are expected to hold a markedly greater share of the City's population in 1975. The young in Boston are proportionately fewer than in the Region, which, in turn, claims proportionately fewer over 65.

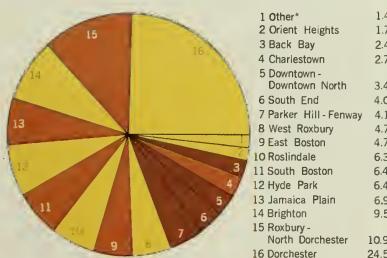
NON-WHITE POPULATION

From 1950 to 1960, the non-white population more than doubled in both the City and the Region. About 78 percent of the Region's non-whites live in Boston, and another 10 percent in Cambridge. As a proportion of Boston's population, non-whites have grown from 5.3 percent in 1950 to 9.8 percent in 1960. Present trends indicate that by 1970 there will be about 100,000 non-whites in Boston, or slightly over 14 percent of the projected City total. Since non-whites have a higher proportion than whites in the 0 to 15 age group, along with a higher birth rate, non-white public school enrollment should also be significantly higher in Boston by 1975 than it is today (Tables A-2, A-3).

LABOR FORCE

Technicians, professionals, engineers, scientists, and others with highly developed skills make up an increasing proportion of the Region's labor force, but Boston's share is notably less than that of the suburbs, which have attracted growing numbers of advanced technological enterprises. Corporation officials and store owners also show a marked tendency to settle outside the City (Table 6).

Percent Distribution of Total City Population Among Renewal and Improvement Areas, 1965



*Beacon Hill, West End, and non-designated areas.

SOURCE: Commonwealth of Massachusetts, Decennial Census of Population, 1965.

Table 5

POPULATION CHANGE, RENEWAL AND IMPROVEMENT AREAS, CITY OF BOSTON, 1950/1960, ESTIMATED 1960/1965

	Average Annual Rate of Change 1950/1960 (%)	Population 1960 (1)	Average Annual Rate of Change 1960/1965 (%)	Population 1965 (2)
RENEWAL AREAS				
Regional Core				
Downtown /				
Downtown No	2.2	27,469	4.7	20,964
South End	3.9	33,735	5.2	24,926
Back Bay	1.4	18,292	4.0	14,635
Parker Hill / Fenway	-0.9	45,519	8.9	25,154
Sub-Total		125,015	-2.3	85,679
Intermediate Areas				
Charlesstown	3.4	20,147	3.7	16,381
East Boston	1.9	31,729	1.5	29,335
South Boston	-0.9	43,944	1.9	39,946
Rox. / No. Dorch.	-2.4	82,247	3.6	67,605
Jamaica Plain	0.2	41,606	4	42,430
Sub Total		219,673	-1.8	195,597
IMPROVEMENT AREAS				
Brighton	0.4	64,169	1.8	58,515
Orient Heights	0.5	12,007	-2.6	10,457
Dorchester	-0.4	158,139	-0.9	151,212
Hyde Park	1.7	34,633	3.0	39,755
Roslindale	0.2	39,417	3	38,742
West Roxbury	1.0	25,977	2.3	28,941
(Beacon Hill / W. End)	-6.8	4,672	2.1	4,192
Sub-Total		339,014	-0.3	331,814
Total		683,702	-1.2	613,090
CITY TOTAL		690,617	-1.3	617,366

(1) Source: U. S. Census of Population 1960; (excludes "crews of vessels").

(2) Source: Commonwealth of Massachusetts, Decennial Census of Population, 1965 (excludes "crews of vessels").

Boston Renewal and Improvement Area Population, 1965



Total 1965 Resident Population: 617,366

*Beacon Hill, West End, and non-designated areas.

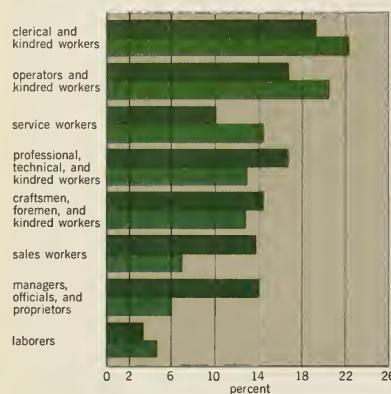
SOURCE: Commonwealth of Massachusetts, Decennial Census of Population, 1965.

KEY

Regional Core Renewal Areas	
Intermediate Renewal Areas	
Improvement Areas	



Distribution of Employment in Boston and SMSA, by Major Occupation, 1960



*Standard Metropolitan Statistical Area, excluding the City of Boston.

KEY
SMSA [dark green]
Boston [light gray]

58

A POLICY FOR POPULATION

Boston's population reached a peak of 801,000 in 1950 at a time when there was considerable overcrowding and considerably more substandard housing than there is today. Although in times past, comprehensive plans for other cities have looked forward to significant gains in population, the policy of this Plan is that to do so here would encourage a more substantial commitment to high-rise housing construction than seems appropriate for Boston.

The Policy of the Development Program and this Plan is instead to promote stability in the size of Boston's population while increasing the diversity of its composition, so that it more nearly reflects the composition of the Region's population as a whole. This would, of course, entail a reversal of present trends toward increasing proportions of low-income groups and non-whites in the core City. However, before that is accomplished, a positive effort must be made to make residential Boston attractive to families at the time when they acquire the economic means to move elsewhere. For that reason, an important object of the Development Program must be to preserve the stability of residential neighborhoods in Boston and to make them, in as many respects as

Table 6
EMPLOYED PERSONS CLASSIFIED BY MAJOR OCCUPATIONS, BY SEX, BOSTON AND BOSTON SMSA, 1950/1960

	Number of Employed		Percent Distribution			
	Boston	SMSA (I)	Boston	SMSA (I)	Boston	SMSA (I)
MALE						
Total	172,248	480,372	100.0	100.0	100.0	100.0
Professional, Technical & Kindred	18,686	78,194	10.8	16.3	8.7	12.2
Managers, Officials & Proprietors	12,784	62,603	7.4	13.0	10.3	14.6
Clerical & Kindred	16,606	40,709	10.8	8.5	10.4	8.4
Sales Workers	11,215	43,845	6.5	9.1	8.5	9.2
Craftsmen, Foremen & Kindred	30,977	98,866	18.0	20.6	19.9	22.0
Operatives & Kindred	32,642	76,151	19.0	15.9	19.7	19.2
Service Workers	21,310	31,771	12.4	6.6	13.1	7.0
Laborers	11,597	23,498	6.7	4.9	8.5	6.5
Occupation not reported [2]	14,431	24,734	8.4	5.1	.9	.9
FEMALE						
Total	115,998	255,107	100.0	100.0	100.0	100.0
Professional, Technical & Kindred	14,790	38,091	12.8	14.9	13.5	14.4
Managers, Officials & Proprietors	2,820	8,147	2.4	3.2	2.9	3.6
Clerical & Kindred	40,384	91,536	34.8	36.9	35.7	35.8
Sales Workers	7,186	19,883	6.2	7.8	8.1	7.9
Craftsmen, Foremen & Kindred	4,421	3,213	1.2	1.3	1.8	1.8
Operatives & Kindred	19,533	41,047	16.8	16.1	19.6	19.4
Service Workers	16,774	36,328	14.5	14.2	16.8	15.4
Laborers	406	945	.4	.4	.7	.7
Occupation not reported [2]	12,684	15,917	10.9	6.2	.9	1.2

[1] Excludes Boston.

[2] The sizable increase between 1950 and 1960 in "occupation not reported" is attributable to a change in the method of processing census employment data.

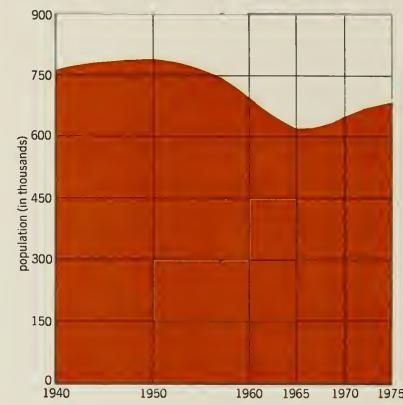
Sources: U. S. Census of Population: 1950. Vol. II, Characteristics of the Population, Part 21. Massachusetts, pp. 73 / 75.

U. S. Census of Population: 1960. General Social & Economic Characteristics, Massachusetts, Series P.C. (1)—23c. pp. 187 / 189.

possible, competitive with surrounding cities and towns in housing, schools, and public services. The chosen means to this end are:

- 1 / Continued modernization and extension of public services, through improvements to schools, libraries, public safety, and fire protection, and hospitals, initiated under the Development Program;
- 2 / An increase in employment opportunities, at different locations and requiring different skills;
- 3 / An increase in the quantity and quality of all types of housing, low-income, moderate-income, and upper-income, at reasonable prices;
- 4 / Modernization of the transportation system;
- 5 / Strengthening of the already outstanding cultural image of the City and the enhancement of its finest physical qualities, essentially to meet the pressing demands of all its present inhabitants for a suitable environment in which to live.

Recent and Projected Changes in Boston's Population, 1940-1975



SOURCE: United States Census of Population.
Boston Redevelopment Authority staff estimates.

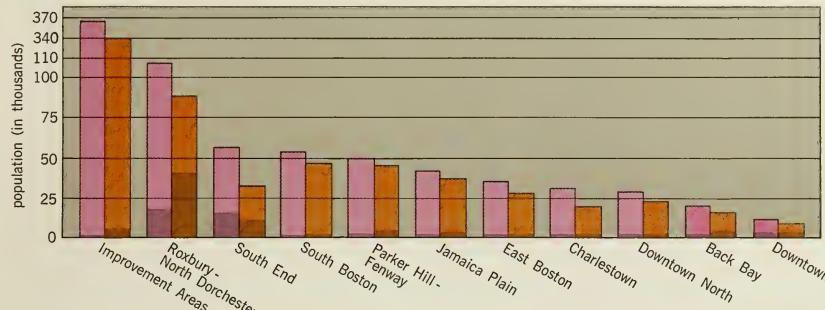
Housing conditions, discussed further below, will undoubtedly be the key determinant of future fluctuations in the population. On the assumption that its Development Program will make considerable progress toward all its goals over the next decade, Boston can reach a population of approximately 685,000 to 700,000 by 1975. This would amount to an increase of at least 67,600, or eleven percent, over the 1965 population¹ (see Table 3).

DISTRIBUTION AND GROWTH OF THE NON-WHITE POPULATION

A major question in this and in many other large metropolitan areas is the future distribution and rate of growth of the non-white population. Whether non-white population growth is to continue to be restricted to the core cities of metropolitan areas will depend on the upholding of civil rights and the availability of equal opportunities for housing, education, and employment for all citizens in every part of the nation, but particularly in the various municipalities of each metropolitan area.

¹ Officially 617,366 at the latest count, taken by the Commonwealth in its Decennial Census of Population for 1965. An upward revision to some degree may be anticipated when students, hospital employees, and other institutional residents, already included in the U.S. Census, are included in the Commonwealth's census.

Boston Renewal and Improvement Area Population, 1950, 1960, with Number Non-white



SOURCE: United States Census of Housing and Population: 1950, 1960.

It can be anticipated, therefore, that unless the suburban cities and towns in metropolitan areas live up to the spirit as well as the letter of civil rights laws, a large increase in non-white population will take place in the core cities, leading to further segregation in housing and schools.

A basic premise of the Plan is that all residents of the metropolitan area should have equal opportunities to live anywhere in the metropolitan area they choose, and that the denial of these opportunities is detrimental both to the area's economy and to its morale. The publication of the Plan comes at a time when the nation and this community have recently adopted far-reaching civil rights legislation, and have undertaken broad-gauged programs to eliminate the conditions of poverty most responsible for the denial of equal opportunities for non-whites. The Plan, therefore, has adopted as one of its crucial goals the creation of equal opportunities for housing, education, and employment for all residents of the metropolitan area through the effective enforcement of civil rights legislation, the assistance of the Metropolitan Area Planning Council, and the cooperation of all communities in the metropolitan area.

HOUSING POLICY

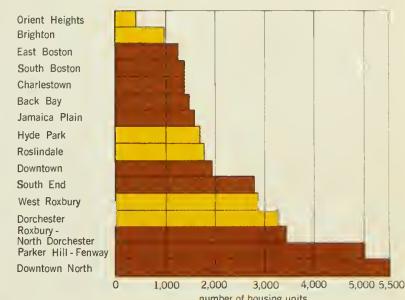
THE CONTINUING SHORTAGE OF GOOD HOUSING

In 1960, fifty thousand housing units, or one in five of the City's stock, were either dilapidated or deteriorating (Table 7). The four percent vacancy rate, while low in comparison with other United States cities, was double the 1950 rate.

KEY

1950	[Pink Box]
1960	[Orange Box]
Non-white Population	[Dark Brown Box]

Proposed New Housing Construction by Renewal and Improvement Areas, 1960-1975



SOURCE: Boston Redevelopment Authority staff estimates.

KEY	
Renewal Areas	[Dark Brown Box]
Improvement Areas	[Yellow Box]

Table 7

HOUSING STOCK CHARACTERISTICS, BOSTON RENEWAL AND IMPROVEMENT AREAS, 1960

	Total Number of Housing Units	Sound Number	Percent	Deteriorating Number	Percent	Dilapidated	
						Number	Percent
RENEWAL AREAS							
Charlestown	6,440	4,554	70.9	1,612	25.0	274	4.2
South End	18,467	8,255	44.7	8,365	45.3	1,847	10.0
Roxbury / North Dorchester	27,238	15,222	55.9	9,349	34.3	2,667	9.8
East Boston	10,336	8,860	85.0	1,228	11.8	248	2.4
Downtown North	10,250	7,558	73.7	2,369	23.1	323	3.2
Downtown	3,008	1,380	45.9	1,070	35.6	558	18.6
Back Bay	9,378	7,879	84.0	1,409	15.1	90	0.9
Parker Hill / Fenway	18,131	15,647	86.5	2,147	11.8	337	1.8
Jamaica Plain	12,550	9,563	76.2	2,209	17.6	778	6.2
South Boston	14,553	11,104	76.7	2,571	17.7	878	6.1
Total	130,351	90,022	69.0	32,329	24.8	8,000	6.2
IMPROVEMENT AREAS							
Dorchester	48,195	43,225	89.6	4,466	9.3	504	1.0
Orient Heights	3,280	2,945	89.8	307	9.4	28	0.8
Brighton	23,490	21,329	90.8	1,621	6.9	540	2.3
Hyde Park	9,292	8,635	92.9	528	5.7	129	1.4
West Roxbury / Roslindale	18,503	17,519	94.6	894	4.8	90	0.5
Total	102,760	93,653	91.5	7,816	7.3	1,291	1.2
OTHER (1)	5,436	5,200	95.7	221	4.1	15	.2
CITY TOTAL	238,547	188,875	85.2	40,366	11.9	9,306	2.9

(1) "OTHER" includes the Beacon Hill historic area, the Mass Hill / Jamaica Plain area and a few non-designated areas.

Source: U. S. Census of Housing: 1960

NEW CONSTRUCTION AND REHABILITATION

The Plan proposes that 37,000 new housing units be constructed during the 1960/1975 span of the Development Program and 32,000 rehabilitated, as against some 29,000 dilapidated or deteriorating units that will probably have to be replaced by private and public means (Table 9).

There should be a good deal more new housing construction and less replacement of housing stock in the stable Improvement Areas, such as Orient Heights, Dorchester, Hyde Park, Roslindale, and West Roxbury, than in Intermediate Renewal areas, such as Roxbury / North Dorchester, Charlestown, and South Boston, where the population decline has been the most pronounced. By 1975, the City's housing supply should have been sufficiently enlarged to accommodate about 37,000 new residents.

The primary means of raising housing standards in Boston is rehabilitation. Through rehabilitation, the basic structural soundness of Boston's housing stock will be utilized without detracting from the City's other assets, particularly the unique, historical identity and cohesiveness of its individual communities. The degree of rehabilitation required for separate buildings will vary according to their physical condition, their suitability to the needs of their tenants, and their economic potential. The areas most in need of large-scale rehabilitation, according to these criteria, are Downtown North, the South End, and Roxbury / North Dorchester.

All three are Urban Renewal project areas, emphasizing the fact that, for the time being, Urban Renewal remains the most effective method for rehabilitating housing on a large scale. The primary purpose of the Washington Park Renewal project, for example, is to improve the existing housing supply in a large section of Roxbury / North Dorchester.

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Four-story brick townhouse

Three-story frame house



Figure VI-8. Charlestown Illustrative Site Plan.

LEGEND

Rehabilitation and Conservation	New Schools
Existing Community Facilities	New Public Facilities
New Housing	New Industry
New Housing for the Elderly	New Parking
New Commercial Facilities	New Parks and Open Space
	New Trees
	Project Boundary



Multi-family masonry walk-up

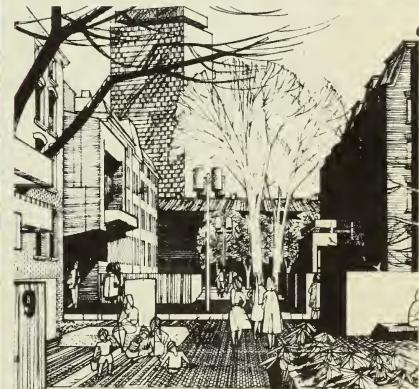
Two- or three-story single family frame house

Two-story frame townhouse

a) Single homeowner rehabilitation: a house in Charlestown illustrates the most effective and ultimately the essential means of improving the housing stock in Boston.



Figure VI-9. Private rehabilitation, varying in scope and degree of public assistance according to neighborhood conditions, will preserve the historically outstanding social, architectural, and structural assets of Boston.



b) Housing rehabilitation on a block scale: in the South End, one of many possible illustrations of how groups of houses can be rehabilitated as a unit through neighborhood cooperation and selective public improvements.

PUBLIC LOW-INCOME HOUSING

At least 5000 new public housing units should be added to the present stock of 14,400 before 1975 to accommodate the elderly and some of the City's other low-income families and individuals who qualify for public housing. Family public housing as a rule should be provided in projects containing no more than 100 units on Renewal sites or vacant land evenly dispersed throughout the City and well-integrated with existing residential communities.

Boston can provide a substantial amount of new housing for low- and middle-income families, but it cannot meet the entire need. Unless suburban cities and towns change their zoning policies to make presently vacant land outside the City available for low- and middle-income housing, the time required for eliminating sub-standard housing in the metropolitan area will be needlessly extended.



Low-income housing for the elderly: Pond Street, Jamaica Plain



Figure VI-10. Public low-income housing should, as a rule, be built on small sites and integrated with existing residential communities. Above: proposed low-income housing for the elderly in Charlestown.



JAMAICA POND

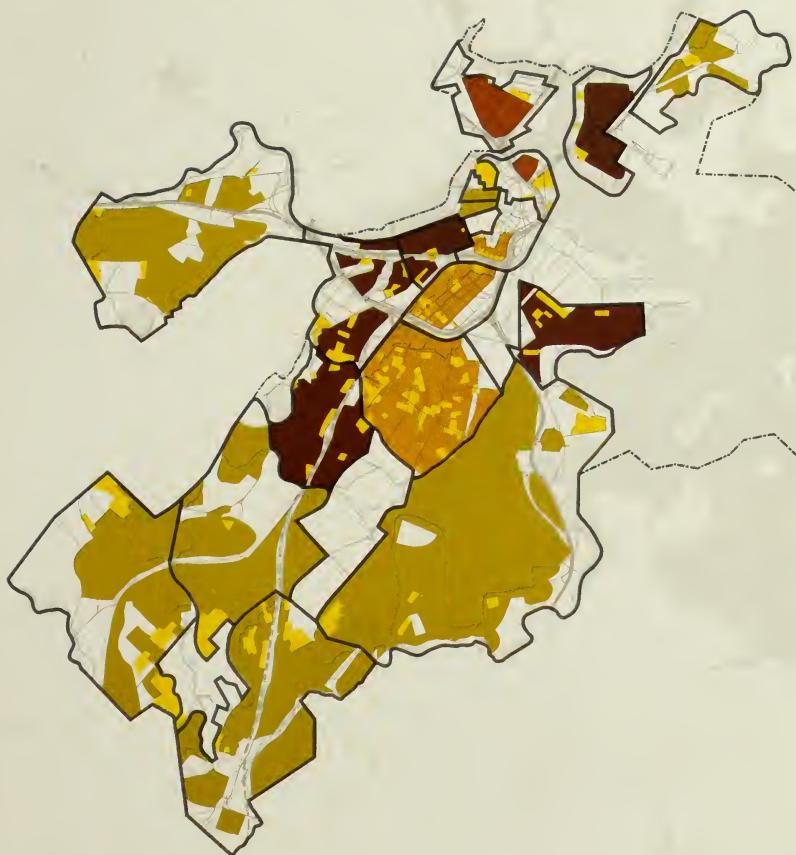


Figure VI-11. Plan for New and Rehabilitated Housing. Most of the 37,000 new housing units proposed by the Plan should be located on sites in each of Boston's Renewal and Improvement areas where existing housing conditions are poorest, land is vacant or underused, and accessibility is good (see map Figure III-8, "Potential Development Sites"). Some 11,000 high density elevator units are programmed primarily for intown sites, while approximately 26,000 lower density row houses and garden apartments are needed in the outlying Intermediate Renewal areas and Improvement areas. Most of the 32,000 units proposed for rehabilitation are concentrated in the Renewal areas, although, as indicated in this map, a significant proportion of the existing housing stock in other areas also needs to be rehabilitated.

MODERATE-INCOME HOUSING

Of the many housing mortgage and loan insurance programs for moderate-income families in the \$4000 / \$9000 range, Section 221 (d) (3) of the Housing Act holds the most promise. Under favorable conditions, up to 15,000 units of moderate-income, one-to-five bedroom garden apartments, row, and other types of "d3" housing can be built by 1975.

The great bulk of new, private, moderate-income housing will consist of row houses and garden apartments, for rental and ownership, predominantly in the Renewal areas outside the Core and in the Improvement Areas. There, densities of twenty to forty units per acre will be attained by combining duplex units vertically into single four-story buildings. Lower density, one- and two-story garden apartments, with outdoor recreation space, should be built in the same areas for larger families of all incomes but primarily for moderate-income families (Table 8).

Federal home-loan and mortgage insurance programs have stimulated moderate-income housing construction considerably over the past two decades. Local tax advantages for builders have also been effective. But a healthy, moderate-income housing market will require more than public measures alone. If the quantity of good housing at reduced costs is to increase, a great many more money saving construction innovations will have to be discovered in addition to, and comparable to, modular design and mass production of housing materials.

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Table 8

PROPOSED HOUSING TYPES BY AREA AND SITE CHARACTERISTICS

	TYPE	DENSITY	SITE LOCATION	SITE CHARACTER
REGIONAL CORE	predominant: elevator apartments	100 / 300 HU per net acre	selected small sites or parts of mixed use develop- ments	adjacent to major open space and transportation facilities
	secondary: row and garden apartments	20 / 40 HU per net acre	small sites or part of elevator / garden combined developments	internal neighbor- hood sites or adjacent to major open space
INTERMEDIATE RENEWAL AREAS	predominant: row and garden apartments	20 / 40 HU per net acre	substantial tracts of underutilized or vacant land	internal neighbor- hood sites
	secondary: elevator apartments	100 / 300 HU per net acre	selected small sites	outer edge of neighborhood adjacent to major open space
IMPROVEMENT AREAS	predominant: row and garden apartments	15 / 20 HU per net acre	substantial tracts of vacant land	adjacent to major open space
	secondary: single and two-family	5 / 15 HU per net acre	scattered small sites	internal neighbor- hood sites

Source: Boston Redevelopment Authority staff estimates



Construction sequence: Academy Homes, a 202-unit, "d3" private housing development for moderate-income families in Washington Park. Opening date is summer, 1965.



UPPER-INCOME HOUSING

Small families and single persons in the \$9000-and-over bracket, who can afford monthly rents of \$115 and higher, will have, by 1975, 13,000 to 14,000 new units, mostly of the high-rise, elevator variety near the Public Garden, on the Waterfront, and at other points in or near the Regional Core. Though costlier than other kinds of housing, high-rise apartments exploit the abundance of open spaces, stores, places of work, transportation facilities, and other unique, natural and man-made assets of the Regional Core, and are thus peculiarly appropriate for in-town living. They do, however, require special care in choosing and designing sites, so that they will not have an adverse effect on other types of nearby residential development. Properly designed and located, they could constitute a valuable and attractive community asset.



High-rise, upper-income housing: 330 Beacon Street, Back Bay

65

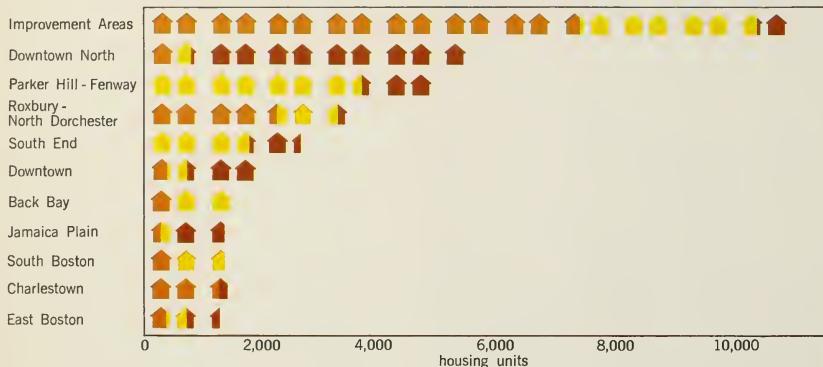
Figure VI-13. Boston has a number of sites especially suitable for high-rise, upper-income housing. One of these is the new Waterfront, shown here, which typically provides convenient proximity to important activity centers and modes of access, without diminishing the City's other residential neighborhood assets.



Figure VI-12. City Redevelopment Corporation, developer
Samuel Glaser Associates, architect

Figure VI-12. Well-designed, moderate-income housing units of a variety of types should be built in many parts of the City. Garden apartments, shown here, are one of several types of moderate-income units, financed under Section 221(d)(3) of the 1961 Housing Act, which have been programmed for the Castle Square renewal area.

Type and Volume of New Housing Construction Proposed for Renewal and Improvement Areas in Boston, 1960-1975



SOURCE: Boston Redevelopment Authority staff estimates.

KEY

Row	
Garden	
Elevator	

Table 9

PROPOSED NEW HOUSING CONSTRUCTION, BY TYPE OF HOUSING AND NUMBER OF PERSONS HOUSED, CITY OF BOSTON, 1960/1975

66

	ROW	HOUSING UNITS			PERSONS HOUSED				TOTAL
		GARDEN	ELEVATOR	TOTAL	ROW	GARDEN	ELEVATOR	(AV. PERSONS PER UNIT)	
		3.5	3.5	2.0					
RENEWAL AREAS									
Regional Core									
Downtown North	500	400	4,600	5,500	1,750	1,400	9,200	12,350	
Downtown	375	400	1,200	1,975	1,312	1,400	2,400	5,112	
South End	—	1,900	800	2,700	—	6,650	1,600	8,250	
Back Bay	500	—	1,000	1,500	1,750	—	2,000	3,750	
Parker Hill / Fenway	—	3,850	1,150	5,000	—	13,475	2,300	15,775	
Sub-Total	1,375	6,550	8,750	16,675	4,812	22,925	17,500	45,237	
Intermediate Areas									
Charlestown	1,200	—	200	1,400	4,200	—	400	4,600	
East Boston	340	510	350	1,200	1,190	1,785	700	3,675	
South Boston	500	900	—	1,400	1,750	3,150	—	4,900	
Roxbury / N. Dorchester	2,270	1,030	200	3,500	7,945	3,605	400	11,950	
Jamaica Plain	250	250	900	1,400	875	875	1,800	3,550	
Sub-Total	4,560	2,690	1,650	8,900	15,960	9,415	3,300	28,675	
IMPROVEMENT AREAS									
Brighton	634	—	346	980	2,219	—	692	2,911	
Orient Heights	400	—	—	400	1,400	—	—	1,400	
Dorchester	1,800	1,500	—	3,300	6,300	5,250	—	11,550	
Hyde Park	1,450	100	120	1,670	5,075	350	240	5,665	
Roslindale	500	1,300	—	1,800	1,750	4,550	—	6,300	
West Roxbury	2,700	100	—	2,800	9,450	350	—	9,800	
Sub-Total	7,484	3,000	466	10,950	26,194	10,500	932	37,626	
CITY TOTAL	13,419	12,240	10,866	36,525	46,966	42,840	21,732	111,538	

Source: Boston Redevelopment Authority staff estimates.



CHAPTER VII
PUBLIC FACILITIES

The Plan calls for nearly eighty new elementary and intermediate schools and new additions to schools by 1975, a large number and variety of new indoor and outdoor local recreational facilities, ten new neighborhood branch libraries, five new or rehabilitated police stations, fifteen new fire stations, and an expenditure of approximately nine million dollars annually in street and utility systems construction and repair. Of City-wide and Regional significance, the most important improvements should be the proposed new, 5,500-student Campus High School, a forty-five million dollar renovation of the Boston City Hospital, and the development of the Harbor Islands, parts of the Fort Point Channel, the Neponset River, and much of the shoreline for recreational purposes. Some of these improvements would require the assistance of non-City public agencies.

Public facility improvements are the leverage which the City can apply effectively, in its own right, to accomplish the broadest goals of its Development Program. Therefore, in its construction and distribution of public facilities, the City should strive for the highest standards of architectural and site design, taking care, in particular, to build facilities that are physically prominent and easily accessible, efficient, and always situated where they will afford the greatest stimulus for new private construction.

INCORPORATION OF THE 1963/ 1975 CAPITAL IMPROVEMENTS PROGRAM

The Plan incorporates the findings and recommendations of the City's Capital Improvements Program, *Renewing Boston's Municipal Facilities: Capital Improvements Program, 1963/1975*¹ and adds the following supplementary recommendations for the design, geographic distribution, and land use integration of previously scheduled public development, including new proposals for Regional recreation.

DISTRIBUTION OF FACILITIES IN THE CAPITAL WEB

Without question, Boston's most direct, effective means of stimulating physical redevelopment is the renovation of its own capital facilities. Public schools, libraries, police and fire stations, parks, playgrounds, streets; and sewer and water systems have been designed, for the most part, to satisfy the demands of a nineteenth rather than a twentieth century city, and in their present condition they constitute a formidable barrier to the elimination of blight.

STANDARDS FOR SITE LOCATION

The proper design and distribution of public facilities, according to the principle of "Capital Design," should generate a significant amount of

1 / Boston Redevelopment Authority, May, 1963.



Central Library of the Boston Public Library, Copley Square. Designed by architect Charles F. McKim, of McKim Meade and White, in 1895, this Italian Renaissance building is one of the nation's architectural landmarks. It has been widely used as a model for library construction in other cities, and is itself undergoing a \$10 million expansion, with Phillip Johnson as architect.

CHAPTER VII 67 PUBLIC FACILITIES



equally well-designed and distributed private construction. Further, the resulting City-wide Capital Web of community facilities should help integrate the City functionally and geographically. The realization of these goals will depend on the rigorous application of four rules of site location:

1 / Sites for public buildings of all types should be physically prominent and easily accessible, but so distributed about the City that there is no overlap of service areas. The necessity for this rule stems from the increasing mobility of the population and the growing diversity of municipal services, which together have extended public facility service areas well beyond their originally intended limits. Thus, the proposed new 5,500-student Campus High School should be located where it will achieve identification with the City as a whole rather than with any particular neighborhood. Failure to maintain wide service areas has limited the serviceability of the Boston City Hospital, a number of valuable open spaces, and schools located where it is essential that they be utilized by a broad cross section of the City's population. Similarly, the service areas of Boston's police stations have come to overlap considerably in the last few decades.

2 / Related public programs should be housed in the same building or placed on the same site whenever it would increase the efficiency of the total operation to do so. The purpose of this rule is not only to increase efficiency and visibility but also to increase the potential of public facilities for stimulating nearby private development. Examples are the location of playgrounds next to elementary and intermediate schools, and the juxtaposition of related facilities along common lines of transportation.

3 / Sizeable public facilities serving a Regional or City-wide population should be located where they will provide the greatest stimulus for new



BOSTON SKYLINE

construction, new rehabilitation, and thus higher land values in the area. Plans for sports and recreation facilities, such as the proposed all-weather sports stadium, should provide for related commercial facilities in order to capitalize on the high land values they create. Branch libraries and other smaller public facilities should also be integrated with commercial development as well as with schools and recreation facilities, for much the same reason.

4 / When combined together in the Capital Web, public and private community facilities should be linked by parks and other types of open spaces, and by specially designed public ways and streets, to improve the City-wide interrelation of public services and to maximize the impact of public on private patterns of development.

LOCAL FACILITIES

SCHOOLS

The Plan adopts the findings and recommendations of Boston's Schools — 1962, a study conducted by the Harvard Graduate School of Education.

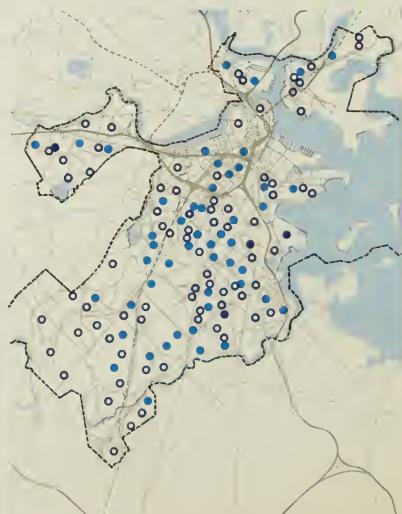
Figure VII-1. Plan for Public Schools. Boston's aging public schools need to be rebuilt and equipped with more modern facilities to accommodate expanding enrollments and to serve adequately as the educational foundation of the City of Ideas. Recommendations for new schools and additions shown here / some 82 in all, including a new City-wide Campus High School and a trade-cooperative high school / are based on the Harvard Graduate School of Education study, *Boston's Schools — 1962*, and on the City's Capital Improvements Program.

LEGEND

- A) Public Elementary Schools
 - Existing
 - New Addition
 - Proposed
- B) Public Intermediate Schools
 - Existing
 - New Addition
 - Proposed
- C) Public High Schools
 - Existing
 - New Addition
 - Proposed
- D) Proposed Community Center in Public School

The study shows that public schools over 50 and in some cases over 70 years old are attended by 40 percent of the City's public school pupils. Many schools are ill-heated, ill-ventilated, lacking in outdoor play space, and insufficiently fire-resistant. Changes in the population and land uses have rendered their locations inappropriate; structurally their buildings are unsuited to modern methods of teaching.

Approximately 15,000 more pupils will enroll in the City's public schools in the next ten years, with the greatest increases at the elementary level. They should be provided with adequate space and facilities through the replacement of 71 obsolete elementary schools by 53 new elementary schools, 8 elementary school additions, 8 new intermediate schools, and 10 intermediate school additions. The reduction in the number of schools and their increase in size makes it imperative that they be placed at strategic locations. Playgrounds should be located next to schools wherever possible, along with other types of physical education and parking space (Table 10). Each school should be designed and located to serve a variety of community educational functions, for example, as a center for adult education and for neighborhood civic organizations. The entire school system, excepting the 6-year Latin schools, should be reorganized on the basis of 4-year senior high schools, 3-year





Boston Latin School, founded in 1635, oldest public school with a continuous existence in the United States. Among its alumni were John Hancock, Samuel Adams, Benjamin Franklin, William Hooper, and Robert Treat Paine, all signers of the Declaration of Independence; Ralph Waldo Emerson; Charles Francis Adams; Richard Saltonstall Greenough; Charles William Eliot; Henry Lee Higginson; and George Santayana.



Outmoded school facilities:
school building



playground



Table 10

SITE STANDARDS FOR ELEMENTARY AND JUNIOR HIGH SCHOOLS

NO. OF PUPILS	AMOUNT OF PLAY SPACE	AREA OF 2-STORY BUILDING	PARKING(2)	CIRCULATION OF 10%	20 FOOT SETBACK	TOTAL SPACE	ACRES
ELEMENTARY SCHOOLS							
700	109,300	26,250(1)	8,700	14,425	30,240	188,920	4.5
550	89,300	20,600(1)	7,200	11,710	27,120	155,930	3.6
350	59,300	13,125(1)	5,100	7,752	21,840	107,120	2.4
JUNIOR HIGH SCHOOLS							
800	162,500	44,000(3)	12,000	21,850	37,520	277,870	6.3
600	162,500	33,000(3)	9,000	20,450	36,320	261,270	5.9

(1) Computed at 75 square feet per pupil.

(2) One 300 square foot space per classroom plus five for administrative staff, custodial, and service personnel.

(3) Computed at 110 square feet per pupil.

Source: Harvard University Graduate School of Education, *Bastian's Schools* — 1962 (Cambridge, 1962)

intermediate or junior high schools, and 5-year (plus kindergarten) elementary schools.

LOCAL RECREATION

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A few of Boston's neighborhoods have adequate recreational facilities but most do not. For those that do not, the reason is only partly that there are not enough parks and playgrounds; a more important reason is that there are too few types of recreational facilities appropriately located where they can serve a variety of recreational needs.

The Plan proposes that an improved neighborhood recreational system be designed to meet three basic needs: 1) for active recreation; 2) for semi-active and passive recreation; and 3) for indoor recreation.

1 / Playfields, playgrounds, and totlots should satisfy most of the demand for active recreation. Some 16 playfields, for adult and teenage team sports, should be built near intermediate schools and other community centers. About 45 new playgrounds for school children are needed adjacent to elementary schools. A number of totlots for children of elementary school and kindergarten age could be put near homes, local parks, on playgrounds within housing projects, or in other populated areas where there is adequate adult supervision.

2 / Parks, malls, and pedestrianways should provide the necessary opportunities for semi-active and passive recreation. Every neighborhood needs at least one large, imaginatively landscaped park for outdoor activity other than team sports, removed from the din

Tot lot in Washington Park, first to be built under the Boston Development Program

Commonwealth Avenue Mall, Back Bay, part of the continuous park system designed by Frederick Law Olmsted

Post Office Square, in the heart of the financial district, Downtown

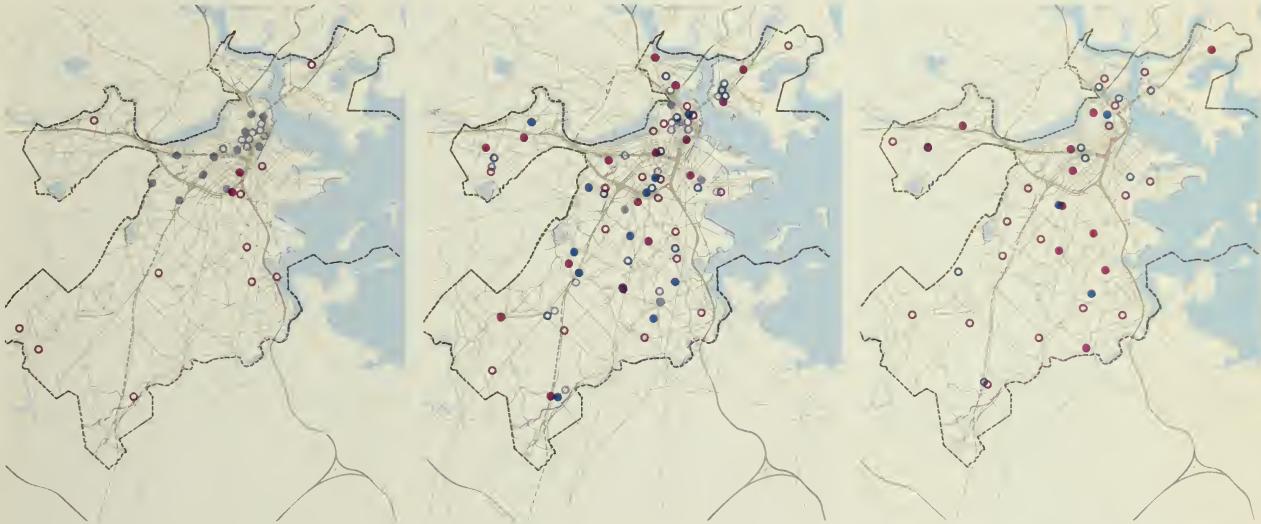
and push of the working world. Smaller open spaces, or local parks of about one acre, could serve thickly settled areas where individual private open spaces are particularly scarce. Plazas and squares could serve the same function in commercial and business districts with high building densities. Few such spaces presently exist in any part of the City.

The separation of foot from vehicular traffic / the mall / is also new to most parts of Boston, although the need for its widespread use is a long-standing one. Several malls can be built throughout the City, primarily in commercial and entertainment centers, but generally wherever crowds of pedestrians have use for a pleasant, tree-lined walkway with seating accommodations.

Other pedestrianways, like those along Commonwealth Avenue in Back Bay and Park Drive along the Fenway, could be built to satisfy additional important recreational needs.

3 / About 16 new indoor recreational facilities are needed where private facilities are inadequate. For maximum efficiency they should be located adjacent to intermediate schools.





71

C
Figure VII-2. Plan for Local Services. The Plan incorporates recommendations in the Capital Improvements Program for one expanded and 10 new branches of the Boston Public Library, 11 new health units and welfare offices (map a); three new police and 15 new fire stations* (map b); and 11 new parking garages, a new pumping station in the South End, and a new city service center (map c).

* Proposed fire stations shown on this map reflect the current status of the Capital Improvements Program and differ in a few instances from proposals listed in Table 11.

LEGEND

A) Libraries



Health and Welfare



Other



Existing



Proposed

B) Police



Fire



Existing



Proposed

C) Parking Garages



Utilities



Existing



Proposed

A LIBRARIES

Several new libraries have been built in Boston since the publication of the 1955 Plan for the Development of Boston's Branch Library System¹, but many of the City's older branch libraries still suffer from insufficient space, dampness, excessive noise, and lack of appropriate facilities for children. The Plan, therefore, recommends that 10 new neighborhood branch libraries be constructed and that the Charlestown branch be expanded. Each library should be located on a site of 20,000 to 25,000 square feet, where it can serve a maximum number of 25,000 people within a radius of roughly one mile, in conformance with standards set by the American Library Association and the Boston Public Library Branch Section. Libraries should be within short walking distance of shopping centers, schools, or other busy pedestrian thoroughfares where they will be closely linked to other neighborhood activities, and should each provide adequate standing space for vehicles, good natural and artificial lighting and space for exhibits, lectures, seminars and audiovisual programs.

B





Figure VII-3. A new fire station at the corner of Warren Avenue and Chelsea Street in Charlestown, one of fifteen proposed in the Plan.



PUBLIC SAFETY: POLICE

The Quinn Tamm Report, *A Survey of the Police Department in Boston, 1962*, shows that Boston has more police stations in proportion to its size and population than any other city of comparable size, and that the average age of these stations is the oldest in the country. Mechanization has rendered their large sizes and locations obsolete in most cases, because the previous standard of design was capacity to deploy a large group of men on foot swiftly to a point of disturbance.

Their service areas have accordingly overlapped considerably. The Plan, therefore, recommends that Boston's seventeen police stations be consolidated into five district headquarters. Three new district police stations should be constructed and two existing stations rehabilitated.

FIRE

Mechanization has affected fire prevention operations in Boston in much the same way as police stations. Most of the City's 42 fire stations were designed for the horse and buggy age; structural deterioration, inefficient lighting and space arrangement, and overlap of service areas are a few of their problems. The Plan proposes that 15 new stations be built to replace 18 obsolete stations, reducing the total number of fire stations in Boston to 39.



Outmoded police station



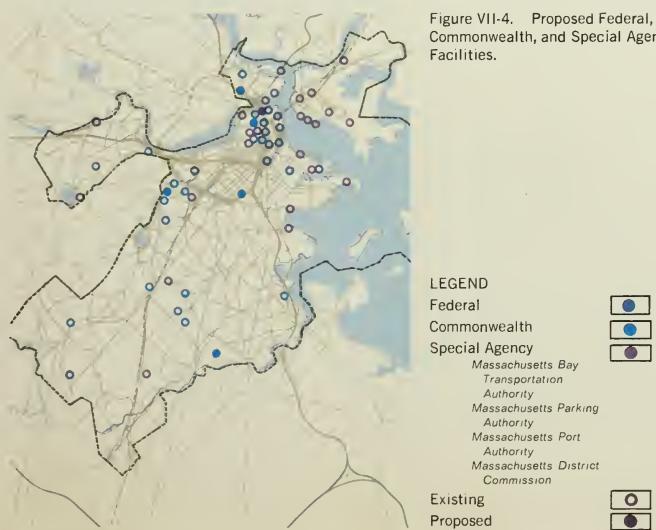
Outmoded fire station

PUBLIC UTILITIES AND STREETS

Not enough is now known about the overall condition of Boston's water and sewer systems to make specific proposals for repairs or new construction. Some systems may be described as being in very good condition, while others are very poor. Pending the outcome of further studies, it may be estimated that the City should spend approximately \$4 million annually on water and sewer system repairs over the next 11 years.

Annual road-building expenditures should come to a little under \$5 million until 1970, if the City is to make up a five-year backlog of street repairs, and about \$3.2 million annually thereafter. Since street surfaces should be replaced on an average of every 20 years, 37 miles of Boston's streets should be resurfaced annually.

Renewal project clearance and reconstruction present the City with its best opportunity for renovating its public utility systems, including streets, street lights, and water and sewer lines (Table A-5).



CITY-WIDE AND REGIONAL PUBLIC FACILITIES

THE CITY-WIDE CAMPUS HIGH SCHOOL

Recommended by Harvard's School of Education in its study of Boston's schools, the new, 5,500-student Campus, or "English," High School would be a combination of separate "houses" for general instruction and thus would centralize in one unit several highly specialized educational services, including music practice rooms, a large library, and language laboratories, that would not be feasible in a smaller institution. A suitably dramatic site should have proximity to the centrally populated areas of the City, high visibility, and excellent transit and highway accessibility. The Plan also proposes the construction of a new, 3,000-student trade-cooperative school and a post-graduate school for business training.

CITY-WIDE HEALTH FACILITIES

New construction and rehabilitation costing approximately \$45 million will be necessary to relieve over crowding and technological obsolescence at City Hospital during the next decade. But, because the cost is well beyond what the City can afford, it is essential that federal, state, and private sources contribute heavily. As part of a comprehensive medical and social approach to alcoholism, the Plan

proposes the creation of a reception center for alcoholics and an alcoholic study center, preferably near or integrated with a major medical center. A study should also be undertaken of alternatives to Long Island's existing use as an infirmary for the chronically ill.

REGIONAL RECREATION: THE ROLE OF THE CITY

Increasing mobility and leisure time, and rising incomes, are replacing population size as the most reliable criteria for recreation space needs, and as a result the demand for recreational opportunities outside the City limits will increase more rapidly than might be expected on the basis of population growth alone. Although the population in the Region defined by the Greater Boston Economic Study Committee will increase by about 16 percent between 1960 and 1975, the anticipated demand for non-local open space will almost double, rising from 35,000 to about 65,000 acres in the same period. Moreover, the intensity with which open space is used is expected to treble by 1975. Clearly, it would be unfeasible for the City to attempt to satisfy the recreational demands of the entire metropolitan area within its own boundaries.

Nevertheless, other equally important considerations require that the fullest possible use be made of Boston's recreational assets:

1 / A variety of recreational opportunities

conveniently located inside the City is essential to Boston's reputation as the "City of Ideas," for without these assets, Boston would needlessly forfeit a good part of the Regional population's time, creative energy, and investment in recreation to other Regional and national recreation centers.

2 / Existing non-recreational uses of Boston's harbor and river frontage constitute blighting influences and an unnecessary and expensive burden on public services, when, if they were turned to recreational purposes, they could bring in a considerable economic return to the City.



Potential recreational acreage by the harbor shoreline now being used as a dump

PROPOSALS FOR REGIONAL RECREATIONAL DEVELOPMENT

Since there is neither land nor funds to provide within Boston more than a small share of the major recreational facilities required by its inhabitants, the Metropolitan District Commission, a public agency with Regional jurisdiction, should assume most of the responsibility for increasing the quantity and quality of Regional recreation facilities over the next decade.

The MDC, in cooperation with the City, should specifically explore the possibility of developing the harbor shoreline up to Belle Isle Inlet and

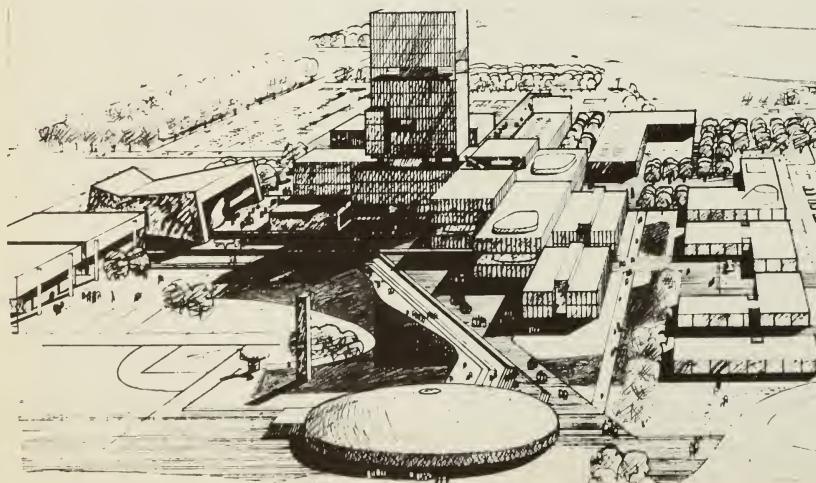


Figure VII-5. Located at a point of maximum convenience and visibility, the proposed Campus, or "English," High School will create a dramatic new focus for the processes of conservation and innovation that are most characteristic of the City of Ideas.

large sections of the foreshore between the Neponset River and Columbus Park for beach, boating, and other water-related recreational uses (see Figure VII-10).

Consideration should also be given to a combination of outdoor activities, including boating, hiking, wild life sanctuaries, and possibly camping, along the Neponset River and in adjacent areas. There, the exact type and location of recreational development will depend largely on adjustments to abutting land uses, low-clearance bridges, tidal variations, and marshes.

The Harbor Islands and parts of the Fort Point Channel are also ideally suited to recreational uses. The Fort Point Channel could serve as a site for small boating, specialized recreational activities for nearby residential areas, and for parks and other passive recreation for the daytime population of the Regional Core. Aesthetic amenities of this sort between primary retail, office, and industrial districts would be quite helpful in attracting a higher quality of industrial development to the Regional Core fringe and in strengthening the geographical ties between the South Boston residential community and the Downtown area.

Additional possibilities for water-related recreation and open space development exist along the west harbor frontage of East Boston, along the extension of the Charles River Basin to the proposed new Warren Avenue Dam, and along harbor frontage in the North End, the North Terminal area, and in South Boston, which will no longer be needed for port activities.

Whether publicly or privately sponsored, a diversity of specialized recreational facilities should be provided near densely populated areas most in need of them. These might include boating, sports, clubs, camping grounds, facilities for team sports, educational or historic "theme" parks, tennis, squash, volley ball, skating and other small indoor and outdoor facilities not ordinarily available at local playgrounds, and eating and transient accommodations. In all cases, relative public and private responsibilities should be determined to insure adequate financial support and a continuing high level of service.

LEGEND

- Existing Recreational Facilities
- Existing Open Spaces and Cemeteries
- Proposed Open Spaces
- Proposed Recreational Facilities



Figure VII-6. Plan for Recreational Facilities and Open Spaces.*

* Excluding pedestrianways

Table 11

DISTRIBUTION OF NEW AND IMPROVED PUBLIC FACILITIES BY AREA (1)

AREA	PERIOD	SCHOOLS	Parks and	Indoor	LIBRARIES	POLICE	FIRE
			Playgrounds	Recreation			
Back Bay	1963/68	1 elem.	1 plgd.		expansion main library	Headquarters repairs	
Brighton	1964/75	2 elem. 2 additions	4 plgd.	c.c. addition	2 new br.		2 stations
Charlestown	1963/67	3 elem.	2 plgd. 2 playfields small parks	1 c.c.	1 branch expansion		2 stations
Dorchester	1963/75	2 JHS 12 elem. 5 additions 1 conv.	9 plgd. 2 parks	1 c.c.	2 new br.	1 station	1 station
Downtown	1963/68	1 elem.	1 plgd. small parks	1 c.c.			1 station
Downtown No. West End, Beacon Hill	1963/67			2 c.c.	1 new br.	1 station	1 station
East Boston	1966/75	1 elem. 1 JHS	1 plgd. 1 playfield	1 c.c.			1 station
Hyde Park	1963/75	1 JHS 3 elem. 1 addition	4 plgd.	1 c.c.		1 station improvement	1 station
Jamaica Pl.	1963/75	4 elem. 2 additions	4 plgd. 1 park rehab.	1 c.c. 1 imp. hall			1 station
Orient Heights	1965/68	1 JHS 1 elem.			1 branch		
Parker Hill / Fenway	1963/69	1 elem. 1 HS con.	1 plgd. 2 parks 2 park rehab.				1 station
Roslindale	1966/75	4 elem.	3 plgd.	1 HS gym and c.c. addition			
Roxbury / No. Dorchester	1963/75	2 JHS 13 elem. 2 additions	17 plgd. 4 parks 1 park addition 1 sm. pk.	3 c.c.	3 branches	1 station	2 stations
South Boston	1965/75	3 elem. 1 addition	3 plgd. 1 playfield	1 c.c. imp. L St. Baths rehab.			1 station
South End	1963/69	1 JHS 4 elem.	5 plgd. 1 playfield		1 branch	1 station improvement	
West Roxbury	1963/75	1 addition	1 plgd.	imp. school for c.c.			1 station

(1) All facilities indicated are new unless otherwise stated. (elem: elementary school; JHS: junior high school; HS high school; plgd.: playground; c.c.: community center)

DESIGN STANDARDS
FOR PUBLIC FACILITIES

The design of the City's public facilities should be of the highest quality. It has a direct and powerful influence both on the operational efficiency of the facilities themselves and on the vitality of a great many other activities in surrounding neighborhoods. Therefore, while it is impossible to prescribe every aspect of the architectural design of public buildings, it is desirable to establish certain general design standards which could be applied throughout the City. Then, in the same way that housing types differ from one area of the City to another, there would be room for diversity in the design of the public facilities.

The types of facilities with the greatest need for general design standards are schools, recreation facilities, and streets and street furnishings. The following table shows briefly where standards should be applied for each facility:

- 1 / Schools:
 a) relation of school buildings to school open spaces;
 b) school land use intensity;
 c) interrelationships of school functions.

- 2 / Neighborhood indoor and outdoor recreation facilities:
 a) small-scale environmental improvements in rehabilitation areas, specifically the treatment of vacant lots and provision of play equipment for the needs of different neighborhoods.

- 3 / Streets and street furnishings:
 a) relation of streets to architectural features of nearby buildings and location of types of land uses;
 b) paving, planting, lighting, police / fire services, public phones, signs, signals, and mail boxes.

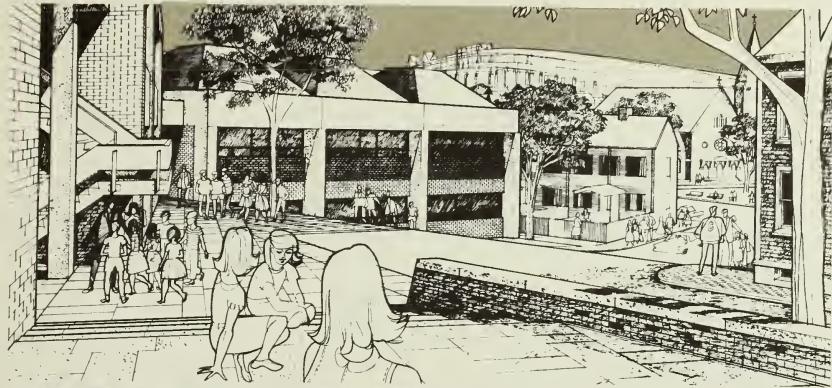


Figure VII-7. Proposed Charlestown elementary school adapted to an urban setting: improving public schools through the best in contemporary public architecture.



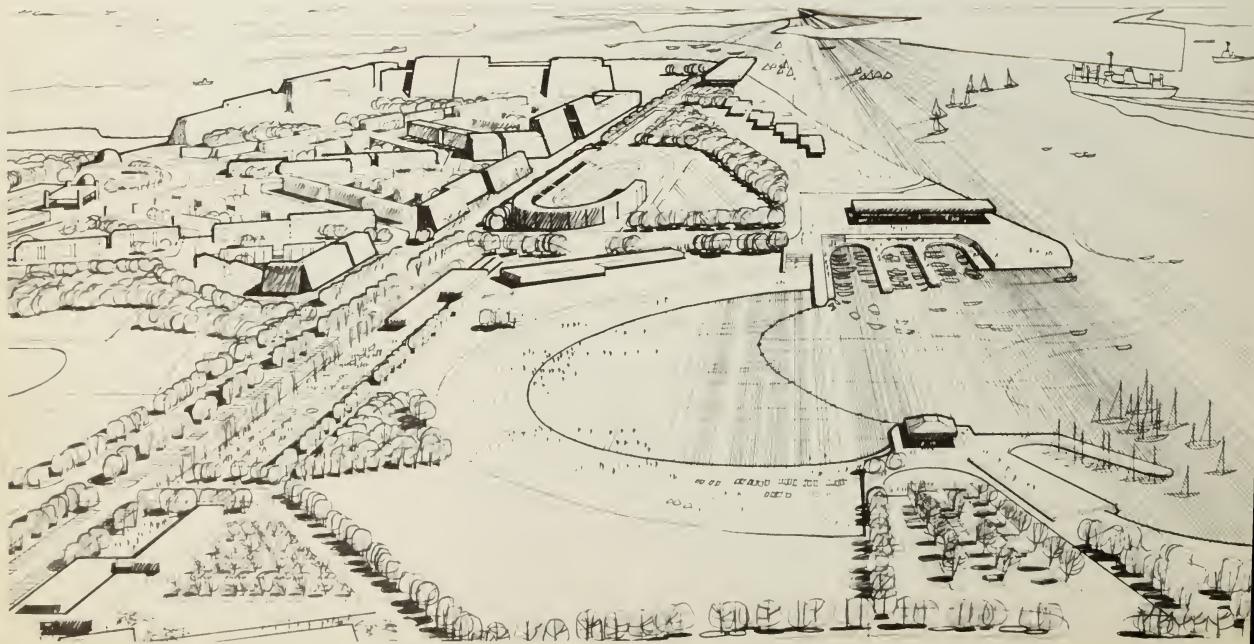
Figure VII-8. A small recreation space with durable and accommodating equipment and materials: attracting more intensive use by different age groups of Boston's recreational facilities, through improved landscape design.



Figure VII-9. Balanced design of public streets and ways for people as well as for autos: a type of public design that can bring the aesthetic benefits of the "City of Ideas" closer to every part of the City.

Figure VII-10. Boston can enter a bold, new phase of natural conservation, comparable to the earlier impoundment of the Charles River Basin and the establishment of a continuous park system from the Public Garden to Franklin Park, by reclaiming its many underused and disused harbor and river shorelines. Acres of oceanside underused or vacant land at Columbia Point, for example, could be transformed in the manner shown here into a playground of sports, beaches, and boating facilities for people from every part of the Region.

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CHAPTER VIII
INSTITUTIONS

The Plan recommends that \$508 million be invested in construction of new facilities for institutions of all kinds in Boston, primarily for educational and medical institutions, during the 1960/1975 span of the Development Program. Enrollment in institutions of higher learning is expected to increase 70,000 by 1970; of this amount, a significant share must be accommodated by publicly-supported colleges and universities.

Institutional modernization and reconstruction is to be encouraged, along with a more intensive use of existing institutional sites, but only a relatively small amount of additional land should be required for expansion and reorganization. Support from the City should come principally in the form of transportation and parking improvements, and of assistance in the coordinated planning of adjacent residential, commercial, and industrial land uses.

Boston owes its reputation as the "City of Ideas" and much of its economic potential to its world-renowned institutions, and to its many priceless historical assets. However, it also owes much of its blight and financial worry to institutions, which, along with other tax-exempt uses, already occupy over forty percent of the City's land area and promise to require a great deal more over the next decade.

The primary center for institutional activity should remain the Regional Core, where there is already a heavy investment in institutional growth and other advantages, such as a Regionally central location and the proximity of supporting activities, which cannot be replaced. Outside the Core, a number of valuable historical assets remain to be cultivated, which could also contribute substantially to the City's appearance and to its economy.

CHAPTER VIII 79
INSTITUTIONS



ASSETS AND PROBLEMS

The contribution of Boston's institutions to its worldwide reputation as a center of the arts, learning, and technical achievement is incalculable. To them, the metropolitan economy owes about 90,000 of its jobs, or one out of every ten in the entire labor force. About 30,000 of these employees reside in Boston, and receive an estimated \$80 million in wages each year. Moreover, the ability of institutions to bring new job opportunities to the metropolitan area is virtually unlimited, as was recently demonstrated by the selection of a Regional site for the National Aeronautics and Space Administration's new \$60 million space laboratories. Institutions themselves will spend over \$500 million on capital improvements and new construction in Boston during the 1960/1975 span of Boston's Development Program (Table 12). Thousands of dollars more will flow into the City's economy from the thousands of students who come from outside the area to study.

Boston's expanding institutions are also a chronic cause of residential neighborhood instability. The Back Bay, for example, has lost many of its finest residential structures to small, mainly educational institutions that clash not only with existing but also with potential land uses in the area. At the same time that expanding institutions increase their demands on circulation and parking facilities, public safety, fire prevention, and other costly municipal services, they contribute little or nothing to the cost of these services because they are almost completely tax exempt. The size of the burden is revealed in the fact that institutions and other tax-exempt properties occupy over 40 percent of Boston's land area. At least part of the burden is unnecessary because a number of institutions no longer require locations in the center of the Region, do not employ many people, and in general contribute little to the City's economy.

Table 12

ESTIMATED CONSTRUCTION EXPENDITURES
FOR EDUCATIONAL, MEDICAL, AND CULTURAL
INSTITUTIONS, CITY OF BOSTON, 1960/1975

RENEWAL PROJECTS	
Downtown: South Cove	\$ 25,000,000
Back Bay	3,200,000
Parker Hill / Fenway	225,000,000
Sub Total	253,200,000
OTHER PROJECTS	
Boston University	60,800,000
Boston University Medical School	55,000,000
Community College	25,000,000
Boston State College	20,000,000
Mass. General Hospital	16,000,000
Performing Arts and other Cultural Institutions	
Outside the Regional Core	49,300,000
OTHER PROJECTS	
UNRELATED TO RENEWAL	
Sub Total	\$255,400,000
TOTAL	\$508,600,000

Source: Boston Redevelopment Authority staff estimates
partially based on estimates supplied by institutions.





Alternate approaches to university construction:
low-rise, Northeastern University, above
high-rise, Boston University, below



Longwood Medical Building, combining institutional and commercial functions within the same facility



Parking area at the Massachusetts General Hospital, off Cambridge Street

PLANNED INSTITUTIONAL GROWTH

Planned institutional growth would greatly minimize these disadvantages. Some institutions should be located outside the City, others, physically and functionally no longer able to meet the changing welfare needs of the City, should be consolidated with other, more modern institutions and, especially in the cases of those representing a financial burden on the City, should be given new, more adequate bases of financial support. For institutions such as the expanding Boston University Medical School, City Hospital, Northeastern University, and possibly other major City-wide public facilities in the vicinity of the proposed Inner Belt, the construction of the Inner Belt should bring opportunities for new intensive development and modernization, and greater accessibility and visibility to existing locations.

Under Boston's Development Program, institutional districts can be created and defined by fixed boundaries to protect nearby communities from institutional encroachment. Land assembled by institutions for expansion purposes can be made part of an Urban Renewal project area under Section 112 of the Housing Act. The same provision enables the City to include in its required one-third share of renewal costs expenditures by medical and educational institutions for land acquisition, a saving to the City that might amount to more than \$32 million by 1975.

Figure VIII-1. Plan for Major Educational Institutions.

LEGEND

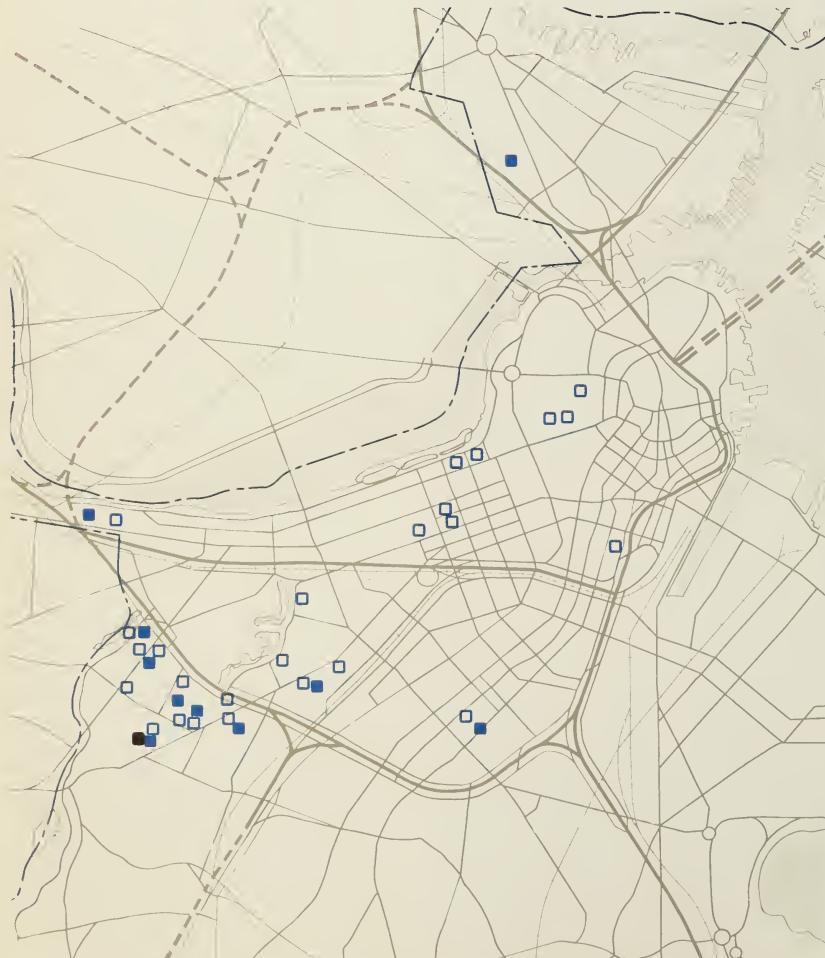
Existing



Proposed

To Be Replaced

82



Northeastern University engineers in training

In other ways, however, Boston's ability to assist in the expansion of its institutions is limited by the absence of institutional tax revenues. If the City could be compensated for its public services by some other form of financial support, the Plan's proposals for assistance to expanding institutions could be immeasurably increased. Such was the intent of bills introduced in the Massachusetts Legislature in 1963 and 1964 which proposed that, out of a one-cent increase in the "smoke tax," the state reimburse cities and towns in Massachusetts having tax-exempt institutions in the amount of \$100 per student enrolled in such institutions.

EDUCATIONAL INSTITUTIONS

THE GROWING DEMAND FOR HIGHER EDUCATION

With the anticipated increase in the number of college-age people from 302,000 in 1960 to 480,000 in 1975, and the growing proportion of those who attend college, Regional institutions of higher learning must be equipped to handle nearly 90,000 more students in 1970 than in 1960. Since total enrollment was about 113,000 in 1960, the rate of increase will come to about 80 percent. Against this projected demand, existing Regional institutions of higher learning, most of which are private, plan to accommodate approximately

173,000 students by 1975, leaving at least 27,000 more to be provided for by other means. Unless these private institutions further expand their capacity, a large share of the responsibility will pass to the City and the Commonwealth.

The extent to which higher education is made available inside the Region to students residing outside will have considerable bearing on the cultural and economic future of the Region. No less than 70,000 students should be accommodated from outside the Region in 1975, if only to maintain the present ratio of resident to non-resident students.

Most of the proposed institutional expansion should occur in the Regional Core, basically because that is the most accessible location, but also because specialized schools, such as medical and adult education schools, are dependent on maximum transportation accessibility and close proximity to other Core activities. Conversely, less specialized schools without strong ties to the Core will probably move to outer parts of the Region. In every area where there is college or university construction there should be an intensification of related public and private investment in housing, retail, and parking construction. Institutional expansion in the Core should be conditioned on the use of multi-story buildings for greater land use intensity and basic reliance on rapid transit for transportation.

PROPOSALS FOR CONSTRUCTION IN THE REGIONAL CORE

Within the Regional Core, educational facilities for 105,300 students should be provided by 1975, an increase of 44,000 over the present Core enrollment. The plan proposes construction of the central Boston branch of the Massachusetts Bay Community College, a two-year junior college for 5,000 to 10,000 students, which will be located in Charlestown. Additional sites for public/institutional expansion can be made available near the mouth of the Neponset River, in commercial sub-centers described in Chapter III, and on sites on the fringes of the Regional Core not otherwise needed for taxable development. Each public educational institution of higher learning should offer instruction in the technical and scientific skills required by the Region's new industries, along with a basic liberal education.

Figure VIII-2. The proposed Massachusetts Bay Community College in Charlestown: an example of new educational facilities required of the Commonwealth, with planning assistance from the City, to meet increasing demands for higher education.



Peter Bent Brigham Hospital, one of many notable medical institutions located on the Fenway

Pre-Clinical Research Building at the Boston University Medical Center, built in 1961, in the South End

MEDICAL INSTITUTIONS

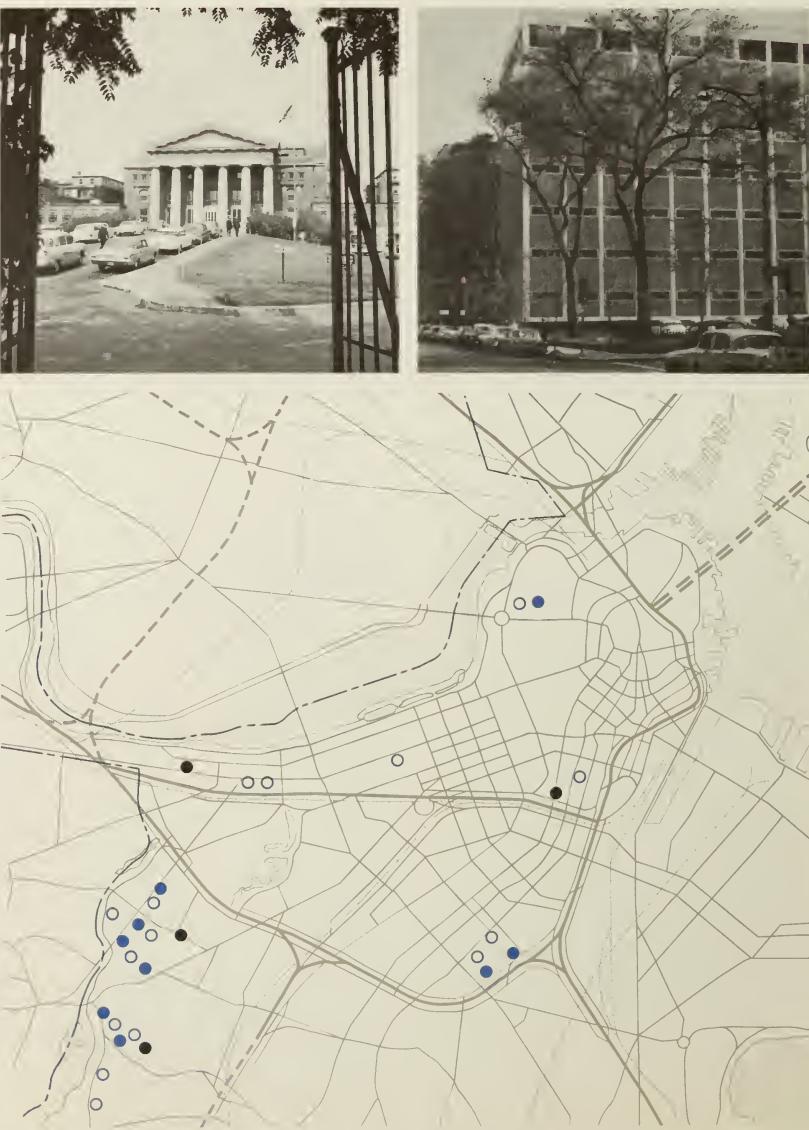
Hospitals, medical schools, and other medical institutions have less need for land expansion than for more efficient buildings and site space. Recent medical advances and early diagnosis kept the national rate of in-patient population increase down to 10 percent between 1950 and 1960, or only half that of the nation's population growth as a whole, and as a result many hospitals during the next decade should require only a limited amount of new acreage, along with some floor space rearrangement and an occasional transfer to a new site. However, where the use of new equipment or the extension of services requires it, some acreage should be made available for hospital expansion by 1975. Land for housing, transient accommodations, professional offices, and commercial services which customarily support medical institutions should also be made available, but only under circumstances that will protect both the City's tax base and the stability of surrounding neighborhoods.

SPECIAL LOCATIONAL NEEDS

The greater need among medical institutions in Boston is for close proximity to each other, because individually they tend to specialize and it is only through their close interaction that a full range of medical services is made available. Medical institutions in the Fenway area, for example, are jointly planning to build and use a new hospital center nearby whose services they could not have supported individually. The same center will generate a demand in the vicinity for about 1400 parking spaces, new housing, and related commercial facilities for staff and students, aggravating a shortage of supporting community facilities that is already critical among existing medical institutions. Harvard, Tufts, and Boston University, and their associated hospitals are at a particular disadvantage in this respect.

Figure VIII-3. Plan for Major Medical Institutions.

LEGEND
Existing
Proposed
To Be Replaced



PERFORMING ARTS AND CULTURAL ACTIVITIES

From a planning point of view, most of what has been said about educational and medical institutions holds true for cultural institutions. Boston's great symphony orchestra, its art museums, public library, book publishers, and a multitude of other cultural activities, ranging from private libraries to small theatre groups and art galleries, constitute an indispensable asset to the City economically and in other less material ways. Their greatest need is for a Regionally central location, with convenient access to each other, to adequate transportation, parking, and related commercial facilities.

To a greater degree than other types of institutions, the performing arts and cultural institutions have come to rely on public rather than private sources for the necessary improvements. These would include not only the new War Memorial Auditorium, with its facilities for opera which could not have been built privately, but also land for expansion and relocation facilities for supporting consumer services, pedestrian walkways, and, perhaps most important, public support and encouragement of cultural achievement. If, too, cultural activities could be more fully integrated into the locational

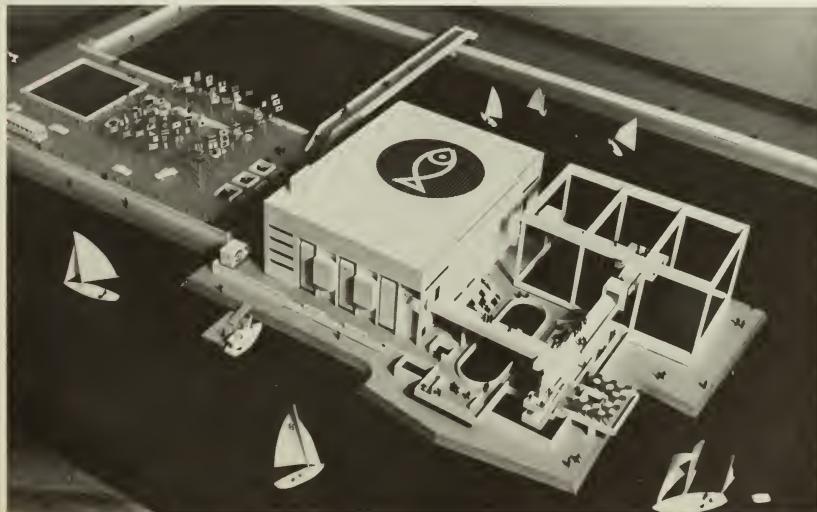
pattern of Downtown employment, retail activities, and other central economic generators, they might acquire, through increased popular interest, a substitute for some of the private sources of patronage and financial support which moved to the suburbs. Additions and improvements to Regional Core housing, restaurants, and transient accommodations are proposed in Chapter XI partly with this end in mind.

IMPROVEMENTS IN THE REGIONAL CORE

In essence, the Plan's proposals for cultural institutions are that the Regional Core be maintained as the dominant cultural and entertainment center of the region. To this end, the largest and most influential cultural and entertainment institutions should be buttressed in the Core by additional private cultural and entertainment facilities, supporting consumer services, pedestrian walkways, and off-street parking, both through rehabilitation and new construction. In this way, several centers of cultural development in the vicinity of the Museum of Fine Arts and Symphony Hall, near the existing Stuart / Kneeland / Tremont theatre complexes, and the Quincy Market / Faneuil Hall / Blackstone area between Government Center and

the new Waterfront would benefit from close proximity to a variety of businesses and residential uses and from supporting services that are essential to cultural vitality. Each area, moreover, would then be able to support its own characteristic cultural activity: visual and musical arts in the Fine Arts Museum / Symphony Hall area; legitimate theatre in the Stuart / Kneeland / Tremont area; and minor performing arts and a combination of cultural activities with a historical flavor in the Quincy Market / Blackstone area.

Outside the Core, large, new cultural institutions, such as specialized schools, should be located at multi-function cores where they can be shared by related activities and their dispersed audience can be easily assembled. Smaller ventures can be located at lesser centers of activity where they can best serve local markets.



Cambridge Seven Associates, Inc., architects
LeMessurier Associates, Inc., engineers

The proposed \$3 million New England Aquarium, on the new Waterfront's Central Wharf, has received national acclaim for its unique vertical design and other architectural innovations, its aviary for aquatic birds, and outdoor porpoise pool. It is one of the many ways in which Boston can further enrich its already impressive cultural endowment.

Museum of Fine Arts. One of the world's great museums, especially noted for its Asiatic, Egyptian, and classical collections, the Boston Museum of Fine Arts was originally incorporated in 1870 in the Boston Athenaeum Building on Beacon Hill. Before coming to its present site in 1907, it was located for 31 years in what is now the Sheraton Plaza Hotel in Copley Square.



Theatre district at Tremont and Stuart Streets



THE FIRST BOSTON THEATRE

Symphony Hall, home of the Boston Symphony Orchestra and the Boston Pops, designed in 1900 by McKim, Meade and White. The Boston Symphony Orchestra was originally established in 1881 in the old Music Hall in the Downtown, where the Loew's Orpheum theatre now stands.

Newbury Street "Gallery Go-Round," art gallery open house in the Back Bay, sponsored by the Institute of Contemporary Art, May, 1965





First Parish, Unitarian, on Meeting House Hill, Dorchester. The original church, built nearby by Pilgrims in 1631, was the nation's first town meeting house, from which Meeting House Hill derived its name. It also served as the nation's first public school; a storage place for valuables; and a powder magazine, as well as a place of worship.

The corner of Louisburg Square and Pinckney Street, Beacon Hill



HISTORICAL ASSETS

Boston's priceless historical assets add grace to the City and attract thousands of tourists every year. Their value to the City is scarcely less than that of its educational, medical, and cultural institutions which, in a sense, perform a similar function. But unlike cultural institutions, Boston's historical attractions are comparatively neglected except for those at the center of the Region, where sights along the Freedom Trail command the most attention. Considerable potential for improvement lies in the rediscovery and proper visual treatment of old City landmarks outside the Downtown such as Winthrop Square in Charlestown, Telegraph Hill in South Boston, Meeting House Hill and Edward Everett Square in Dorchester, John Eliot Square in Roxbury, and Jamaica Pond. The Plan further recommends that buildings and objects of historical significance be linked, preferably within walking distance, with museums, open spaces, cultural activities, large areas of a unique architectural or design character, and with each other.

Throughout the City, historical and architectural assets should be improved through the extension of the Freedom Trail concept, to give each major district added pride in its ability to offer cultural opportunities to visitors and to residents alike.



THE OLD CORNER BOOK STORE

Figure VIII-4. Integration of historic assets with modern day Downtown shopping: conservation and open space treatment of the Old South Meeting House and the Old Corner Bookstore, on Washington Street.

Figure VIII-5. Plan for Historic and Architectural Conservation. The "Freedom Trail" has contributed greatly to the conservation and widespread recognition of historic and architectural landmarks in central areas of the City. However, landmarks of scarcely less significance elsewhere have received too little recognition, and badly need conservation treatment. The Freedom Trail concept should therefore be extended by integrated landscaping and public streets and facilities improvements, so that objects and areas of historical and architectural significance throughout the City may be linked together, or with open spaces, museums, or cultural activities.



HAYMARKET THEATRE.

On the 1st of December, a new & popular
THE BELLY STRATAGEM
Drama in Five Acts, by Mr. J. M. B.
The George, Tommies & MARRIOTT, as Performers before
the publick. Price 12s. to be had by Mail or Post
Seattle, Mr. W. C. COOK, in any one of his
Counties. MR. TAYLOR
Vancouver, Mr. C. C. CANNINGTON
C. L. COOK, MR.
(From the Author) The first performance on any stage
in America, will be at the
Lyceum, New York,
KIRK
R. N.
Perry, &c.
A PAST
& FUTURE
MIRZOR AND LINDOR.



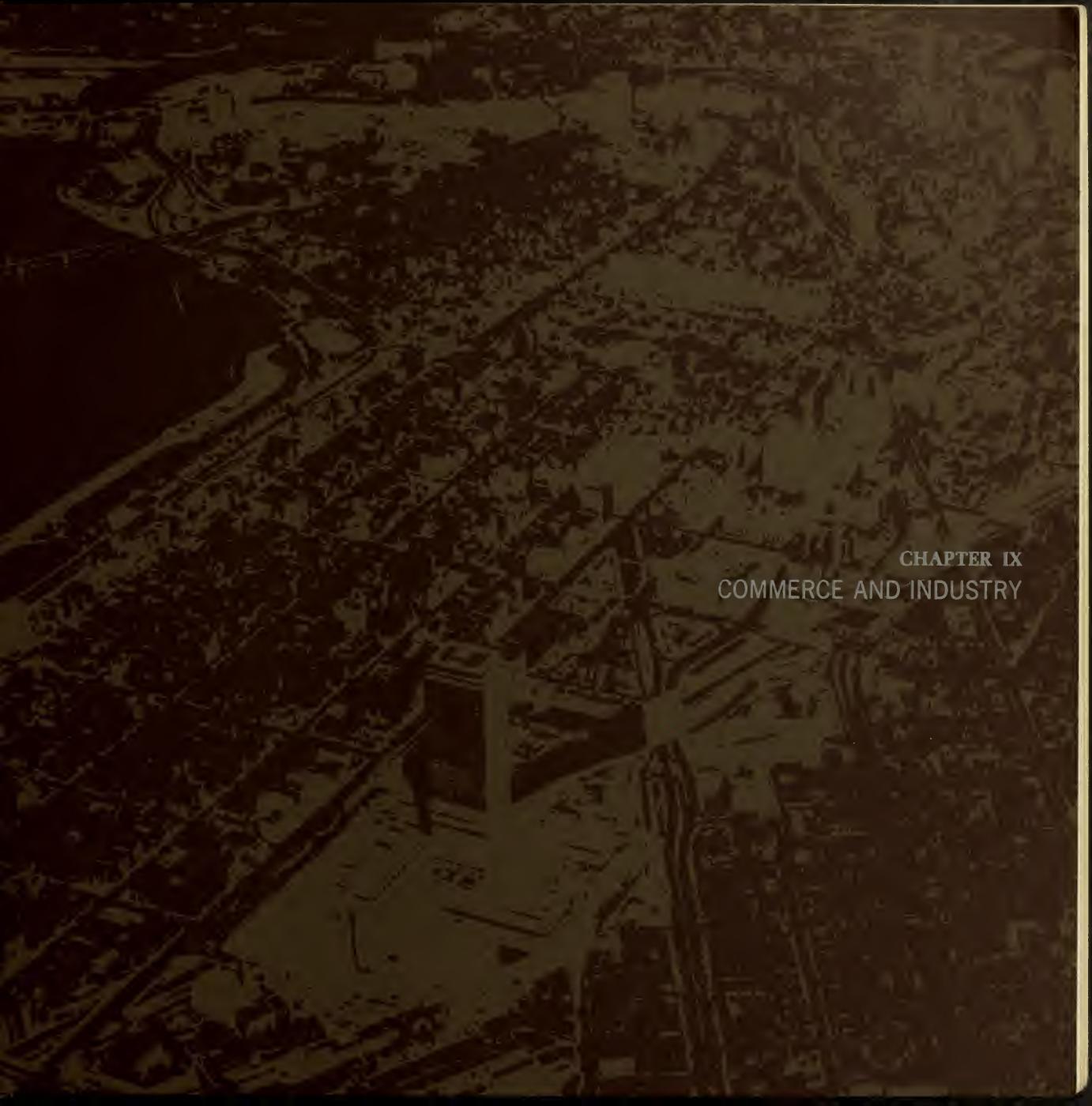
Blackstone Block, in the Faneuil Hall area, an historic collection of 17th century buildings, lanes, alleys, and squares, including the Union Oyster House, the Ebenezer Hancock House, the Boston Stone, Marshall Street, Salt Lane, and Creek Square, which at one time fronted on the harbor. In the background: the North End and the Old North Church.



Harrison Gray Otis House, left, and the Old West Church, on Cambridge Street. Built in 1795 and probably designed by Charles Bulfinch, the Georgian-style Otis House was until 1801 the home of Federalist Congressman Harrison Gray Otis, who later became a U.S. Senator and Mayor of Boston from 1829 to 1831. It was one of many mansions built in Boston during an era of prosperity and expansion following the adoption of the Constitution. The Old West Church was built not long after, in 1806, and was designed by Asher Benjamin. It replaced a frame structure built in 1737, which was used during the Revolution as a barracks for British troops. Photograph was taken in 1926.



BLIND ASYLUM, SOUTH BOSTON



CHAPTER IX
COMMERCE AND INDUSTRY

COMMERCE

Commercially, Boston will have many strengths. Over \$555 million will probably be spent on City-wide office building construction in Boston between 1960 and 1975, primarily in the Regional Core, where there is expected to be an increase in office employment of over 50,000, or thirty-six percent, during the same period. These estimates are based in part on the fact that the fastest rates of growth in the City's economy, in terms of recent new construction and employment, are attributable to office work.

Downtown retailing, temporarily set back by suburban competition and the City's population decline, should benefit sufficiently from the expected rise in the Regional Core daytime population, transportation improvements, and its own superior capacity to market goods in abundance and specialized variety, to rebound to new competitive levels by 1975. Elsewhere, selective improvements to existing local sub-centers, including new and expanded drive-in convenience goods outlets and the consolidation of local commercial land uses along the lines suggested in Chapter III, should speed business and commercial growth in the City as a whole.

Transient accommodations will have to be upgraded and expanded if Boston's growing potential as a tourist and convention center is to be realized.

COMMERCE

It was pointed out in Chapter II that by conventional standards the Boston Regional economy is handicapped. It further appears in Chapter XI, "Plan for the Regional Core," that the Core of the City, at least, has in recent years become less associated with basic industry and more associated with business services, decision-making, government, certain types of local retail and consumer services, and with ceremonial functions, including entertainment, cultural, and leisure time activities. On the basis of these facts, the Plan recommends that the City provide more basic jobs for its disadvantaged, low-income residents, by encouraging the development of institutions and industries capable of providing the greatest employment and economic return in relation to their use of land and public services. Equally important, the City should encourage the development of commerce, its greatest economic strength.

OFFICES

Firm plans for construction in Government Center, the Waterfront Area, and other sections of the Downtown lend considerable substantiation to the Plan's prediction that over \$555 million will be spent on City-wide office building construction between 1960 and 1975. Over 750,000 square feet of office space have been built Downtown in recent years, 2.6 million more square feet are under construction, and the prospects are encouraging for even further office development before 1975. The fastest rates of growth in Boston's economy and the largest additions to its labor force are attributable to office work, particularly in the government and insurance fields inside the Regional Core (Table 13). Other personal and business services located mainly in the Downtown, including banks, utilities, law firms, securities and investment dealers, credit agencies, and architectural firms, handle a steadily growing volume of business. Sharing

Figure IX-1. Desmond & Lord, architects; Paul Rudolph, architectural design
Rendering by Helmut Jacoby

Figure IX-1. The proposed State Mental Health Center, scheduled for completion in 1967, and several other new government office buildings in Government Center, will strongly reinforce the Core's expanding "City of Ideas" functions.



CHAPTER IX 91 COMMERCE AND INDUSTRY

their prosperity to varying degrees are institutions of higher learning, medicine, and the performing arts, and tourist and entertainment enterprises.

The most significant office building development is proposed in Government Center, the Waterfront, and the Downtown, while additional potential exists in less-developed Regional Core sub-centers such as Kenmore Square and adjacent to educational and medical complexes. Smaller office building construction for professional and local neighborhood business services could accompany the development of major sub-centers containing concentrations of commercial activity and public facilities.

RETAIL

Post-war blight and the decline in Boston's population have temporarily, at least, weakened the growth potential of Downtown retail.

Retail sales indexes show that sales volumes are rising at a slower rate in the City than in the suburbs, where the standardization of consumer goods, technological innovations in packaging and marketing, shopping centers, and, of course, the population shift away from the City, have greatly strengthened the suburban retail market (Table A-6).

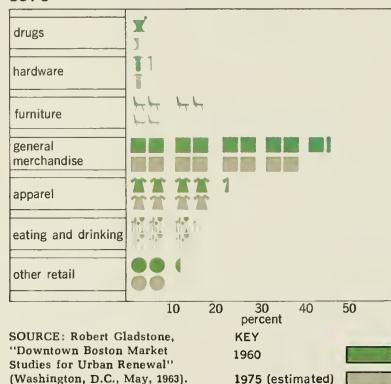
Table 13

EMPLOYMENT BY MAJOR ACTIVITY, DOWNTOWN BOSTON, 1957, ESTIMATED 1975

	Number of Employees 1957	Absolute Change 1957/ 1975	Percent Change 1957/ 1975
OFFICE USING SECTORS:			
finance &			
insurance	41,620	50,200	8,580
utilities	21,000	20,000	-1,000
government	40,105	60,000	19,895
service & misc	29,300	50,175	20,875
Sub-Total	(132,025)	(180,375)	(48,350)
			36.6
ALL OTHER SECTORS:			
manufacturing	26,540	17,000	-9,540
wholesale &			
retail	50,500	36,900	-13,600
construction	2,725	2,725	—
Sub-Total	(79,765)	(56,625)	(-23,140)
TOTAL	211,790	237,000	25,210
			11.9

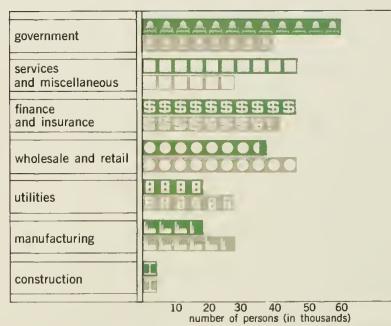
Source: Robert Gladstone, *Downtown Boston Market Studies for Urban Renewal*, Consultant Report to the Boston Redevelopment Authority (Washington, D. C., 1969).

Downtown Retail Sales as a Percentage of Metropolitan Area Retail Sales, by Major Goods and Services, 1960, Estimated 1975



SOURCE: Robert Gladstone,
"Downtown Boston Market
Studies for Urban Renewal,"
(Washington, D.C., May, 1963).

Distribution of Employment in Downtown Boston, by Major Activity, 1957, Estimated 1975



SOURCE: Robert Gladstone, "Downtown Boston Market Studies for Urban Renewal," (Washington, D.C., May, 1963).

DEVELOPMENT GOALS FOR DOWNTOWN RETAIL

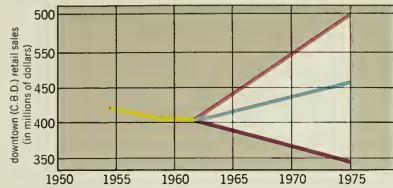
Future retailing growth throughout the City will come more and more to depend on the realization of three goals: 1) ease of access to and from the Regional Core; 2) growth of the Core population for whom the Downtown retail district is at least as convenient as outlying areas; and 3) greater variety in Downtown retail goods and services,

restaurants, theatres, meeting places, and recreational activities without which the City market place would have no special appeal. Given a substantial realization of these goals, it would be far more likely that future Downtown retail sales would follow the upward course rather than one of the two less optimistic alternate courses projected in Figure IX-3. 1 / Ease of access to and from the Regional Core should be attained through implementation of the Plan for Regional and City-wide transportation, described in Chapters III and X. 2 / The daytime population in Downtown Boston has already been bolstered by the proliferation of office jobs in business, professional and personal services, and institutions. The Plan for Population and Housing (Chapter VI) bases a rise in the City's population partly on proposals for new housing construction adjacent to the Downtown shopping district. Visitors and tourists should also be counted in greater numbers in the coming years. Another important concomitant of commercial prosperity, family income, is expected to rise 80 percent by 1975, offsetting possible inflationary price or wage increases by a comfortable margin.

3 / The greatest advantage of Downtown retailing lies in its ability to market goods in exceptional abundance and variety. Where outlying commercial centers have come to rely on retail outlets dealing in generalized assortments of goods, Core retailing gets its strength from large stores retailing high-turnover goods at popular prices and, in addition, from a variety of specialized shops dealing in rare, high-quality, and often expensive items. Fortified by theatres, restaurants, meeting places in and out of doors, and other recreational attractions, specialized shops are and must remain the mark of a highly developed, regionally and nationally distinctive center of trade. Their patronage will provide an accurate gauge of Downtown retailing progress during the coming decade.

Further retailing progress should be made through transportation improvements in the Core, diversification of quality retail goods in selected areas, and a number of physical improvements proposed elsewhere in the Plan. In the Back Bay specialty shopping district, for example, there should be greater diversification of sales items resulting from the establishment of several new stores at Prudential Center. Added specialty lines at prestige locations between Washington and Tremont Streets, and drive-in stores on lower Summer Street offering low-priced household and hard goods, could similarly strengthen retailing in the Central Business District (Table A-6).

Downtown Boston Retail Sales Trend, 1954-1962, and Range of Potential Growth and Decline, 1963-1975

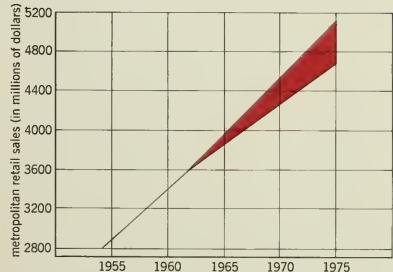


SOURCE: Robert Gladstone: "Downtown Boston Market Studies for Urban Renewal," (Washington, D.C., May, 1963).

KEY

- Downtown Sales Trend, 1954-1962
- Recommended Maximum Potential Growth
(Full Realization of Development Goals)
- Moderate Growth
(Partial Realization of Development Goals)
- Continuation of Present Trend
(No Realization of Development Goals)

Metropolitan Boston Retail Sales Trend and Projected Range of Growth, 1954-1975



SOURCE: Robert Gladstone, "Downtown Boston Market Studies for Urban Renewal," (Washington, D.C., May, 1963).

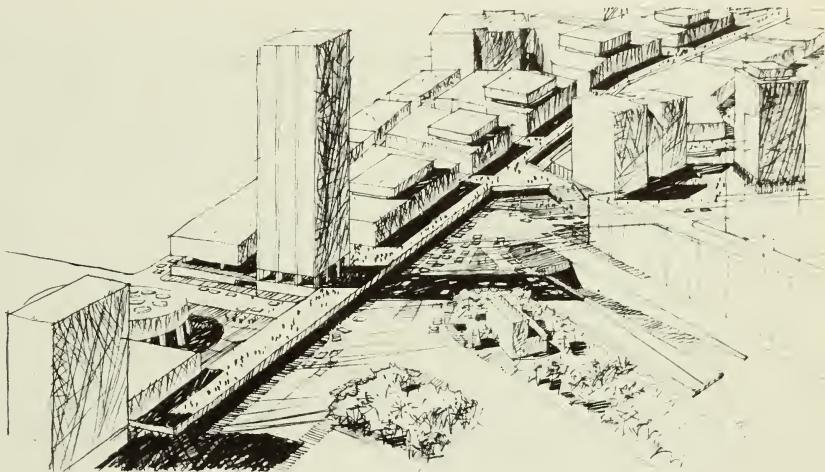


Figure IX-5. Auto-oriented retail stores and offices in the lower Summer Street / Dewey Square area could link the Central Business District to the Central Artery and a new South Station transportation and parking terminal, and strongly reinforce and diversify Boston's prime Downtown market place.

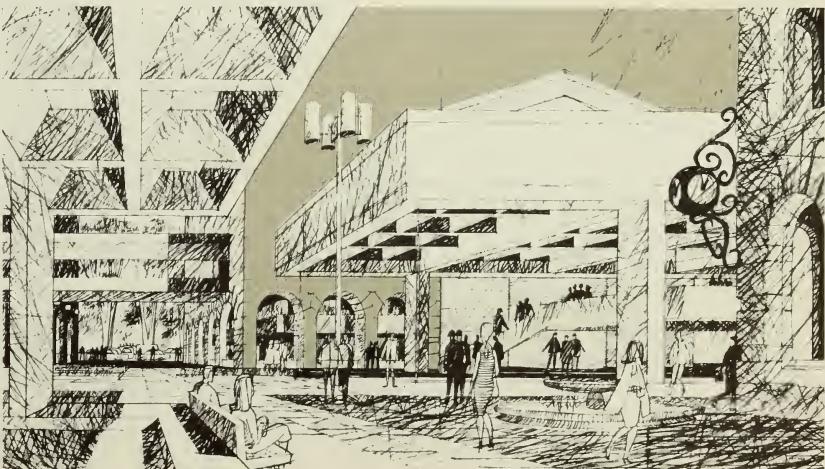


Figure IX-6. Proposed rehabilitation of the Downtown specialty shopping district between Washington Street and the Common.

LOCAL RETAIL AND COMMERCIAL DEVELOPMENT

Previous studies on the need for new local commercial development have led to the construction, now underway, of local drive-in, convenience goods shopping centers in the West End, Washington Park, and Castle Square Urban Renewal project areas, and to a proposal for another shopping center of this kind in the Charlestown project area. Additional improvements to local retail and personal services facilities serving the Back Bay / East Fenway area, the Dudley Square area in the vicinity of the Inner Belt, and other important locations in Urban Renewal areas should be included in future public development programs, but not on such a scale that they would compete with prime, established retail centers in the Downtown and Back Bay. Local retail improvements elsewhere in the City are expected to occur as incentives for private development arise, generally in response to circulation, parking, and community facilities improvements recommended in Chapter III for Boston's local sub-centers.

Finally, the Plan proposes that the distribution of commercial land use and neighborhood personal, professional, and business services ultimately follow the same lines of development as the system of major and minor sub-centers described in Chapter III. Satellite Cores should contain the greatest specialization and diversification of development, District Centers the next to greatest, and so forth. New commercial centers, as a rule, should occur where there is little or no existing commercial development; as a matter of basic social and economic policy, individual private businesses should be given the opportunity to take the lead in modernizing Boston's retail land use structure. Existing commercial centers, in the meantime, can be assisted by street and parking improvements and by the provision of sites for building expansion or reconstruction, improved public services, and open spaces.

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Figure IX-7. Plan for Major and Minor Mixed-Use Sub-Centers.

LEGEND

Prime Regional Core
Uses



Satellite Core



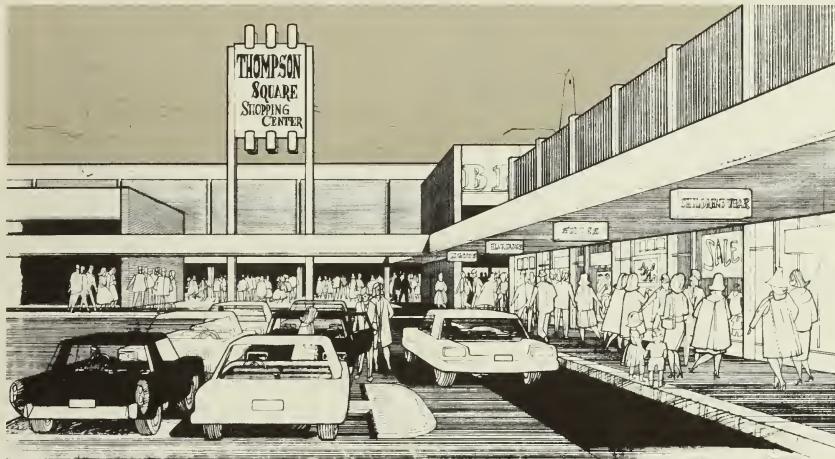
District Center



Community Center



Problematic strip commercial development



TRANSIENT AND VISITOR ACCOMMODATIONS

Boston attracts about 170,000 convention visitors each year, but as a convention center it suffers from limited meeting facilities and first class hotel and motel accommodations that could be committed to convention delegates. Many of Boston's existing transient accommodations do not meet modern standards; for 3,000 existing first class hotel-motel rooms, the occupancy rate is quite high. Assembly capacity has been enlarged by the new 6,000-seat War Memorial Auditorium, but against a projected demand for 3,500 to 3,750 more hotel and motel rooms, 3,000 have been programmed, mainly in Prudential Center (1,000, under construction), Government Center (400), the Waterfront (400), the West End (300), and 900 in other areas in or immediately adjacent to the City, leaving a balance of up to 750 rooms. The Plan, therefore, recommends that in order to maintain Boston's traditional importance as a tourist and convention center, the balance of the demand for transient accommodations be met, and, further, that due recognition be given the vital role of the City's entertainment centers, restaurants, retail outlets, and services in attracting conventions and tourists.

Figure IX-8. The proposed Thompson Square neighborhood shopping center, featuring ample off-street parking and modern merchandising techniques, will provide a new approach to Charlestown from Rutherford Avenue and from rapid transit service relocated alongside the Inner Belt.



Men's Cafe, Locke Ober's Restaurant, established in 1875

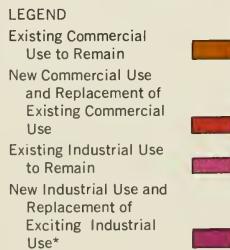


Part of the new War Memorial Auditorium's 150,000 square feet of exhibit space. The auditorium itself has a seating capacity of almost 6000.



The 29-story, 1013-room Sheraton Boston Hotel, at Prudential Center, the first major hotel to be built in Boston in over three decades.

Figure IX-9. Plan for Commerce and Industry. Commercial expansion should be concentrated in the central retail districts along the spine of the Core and in expanding sub-centers located outside the Core at major street and public transit intersections (see Chapter III and Figure IX-7). No industrial expansion is contemplated inside the Core, but over 500 acres / potentially 1000 / outside the Core, consisting primarily of underused railroad and port acreage with good access to transportation and goods distribution facilities, can be made available for new or expanding industry by 1975. If this plan is achieved, three percent more of the City's total land area will be productively occupied by commerce and industry in 1975 than in 1960 (see Table 2).



* Includes railroad acreage separately identified in Figure IV-3, "Existing Land Use, 1960"





INDUSTRY

Shifts in national markets, high property taxes, technological innovations in goods manufacturing and distribution, and space restrictions in the congested, outworn Regional Core have forced many basic industries out of the City, and it is doubtful that they, or the economic dominance of manufacturing in Boston, will ever return. With them, too, has gone a great deal of port and railroad business, leaving large, centrally-located sections of land and buildings underused and blighted. But just as the airplane and the truck have, to a great extent, replaced the ship and the railroad, new science-based industries have taken over the place of importance in Boston's economy once held by the older textile and hard goods manufacturing industries. The City has, in fact, much to offer industry. Both its newer light industries and the more traditional manufacturing and wholesaling industries can benefit from the availability of up to one thousand acres of land for industrial development, the proximity of leading educational and technical research institutions, a number of sites for planned industrial complexes, and four large areas within the City / along the Inner Belt, along sections of the harborfront, at selected points inside the major transportation corridors, and on vacant land in industrial South Boston / which should become prime sites for a variety of types of industrial development before 1975.

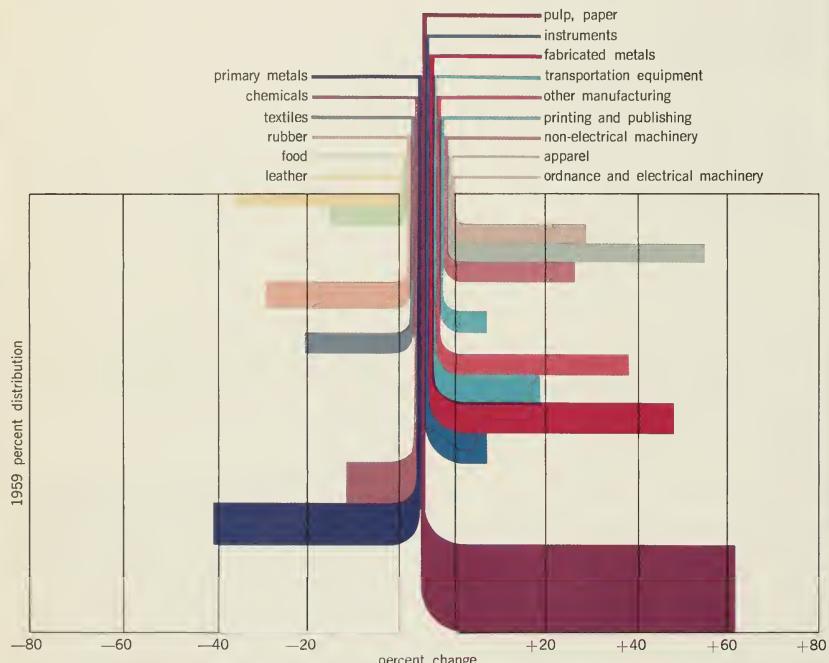
TRENDS AND POTENTIALS IN MANUFACTURING AND WHOLESALING

Manufacturing, with nearly 30 percent of all jobs in the Region, is still the largest segment of the Region's economy. Electronics defense industries and transportation equipment manufacturing more than made up for a 47,000 drop in employment in textiles and leather goods manufacturing between 1947 and 1959 (Table A-7). During roughly the same period scientists, engineers, and technicians of various sorts correspondingly doubled in numbers. On the other hand, it is doubtful that manufacturing will ever again represent so large a share of Boston's economy as it did in the years before and during the Second World War. The City lost a substantial amount of its manufacturing activity after the war without attracting an equal share of the Region's newer industries. Apparel, leather, non-electrical machinery, food processing, and metal fabrication absorbed the heaviest losses. Printing and publishing remained stable, while electronics manufacturing made modest gains.



The Flower Exchange, South End, principal flower market for the east coast, will move to larger quarters on a section of the Fort Point Channel to be filled in. The present glass-domed building, shown here, once housed the famous "Gettysburg Cyclorama," a pictorial representation of the Battle of Gettysburg.

Estimated Percent Change in Boston Regional Industrial Employment,
1959-1970, by Major Industry



SOURCE: Adapted from Melvin Levin and David Grossman, "Industrial Land Needs Through 1980," Greater Boston Economic Study Committee, (Boston, 1962).



MOVING OUT OF THE CORE

About half the City's industrial job losses occurred in the Regional Core. New methods of goods production and distribution placed the outworn, congested Core at a competitive disadvantage with more spacious, prestigious, and easily accessible suburban sites. Moreover, moving was made easier for many industries by the lessening need to locate alongside rail and water routes and by the increasing mobility of the labor force, brought on in large part by highway construction and the rise of the trucking industry. Thus, where shifting national markets took textiles, leather, and apparel outside the Region, Boston's high property tax rates were often sufficient reason for manufacturers of machinery, instruments, and fabricated metals, to name a few, to move outside the city.

APPAREL, PRINTING AND FOOD PROCESSING

Originally drawn to Boston by its large labor force and by the economics of distribution and agglomeration, though subject to pressures toward decentralization, apparel, printing, and food processing still make up over half of Boston's present manufacturing activity, and it is likely that in the next decade they will continue to do so. Printing, especially, promises to continue its large-scale employment within the Regional Core, where it profits from the Core's dominance in finance, business, and administrative activities. For both apparel and food processing, the future depends a good deal on how successfully Boston's Development Program reduces pressures toward decentralization. There should be a continuing high level of employment in these areas, but without any significant increases.

HARD GOODS

Fabricated metals, electrical and non-electrical machinery, and instruments manufacturing firms were among the first to migrate to the suburbs, and unless those that remain are provided with expansion space and efficient transportation they, too, might eventually leave the City and take with them another 25 percent of Boston's manufacturing.

Gillette Park, South Boston, headquarters
of the Gillette Safety Razor Company

WHOLESALING

Boston still has two-thirds of the Region's jobs in wholesaling, but the growth of wholesaling exclusively in the metropolitan area outside the City indicates that the City's share is diminishing. As the metropolitan area continues to expand, and centrally located retailing establishments continue to decentralize, the decentralization of the City's wholesaling will probably continue at the same pace. From Boston's point of view, however, the crucial problem is how to find ways to prevent an absolute decline in wholesaling activity within the City. To this end, new sites for modern wholesaling operations should be made available, if not in the Regional Core, in outer parts of the City.

TRENDS AND POTENTIALS IN GOODS DISTRIBUTION: BY RAIL AND BY SHIP

With the shrinking of the New England market and the accompanying departure of many of Boston's heavy industries, rail and port traffic have been replaced to a great extent by the truck and the airplane. Long-haul raw materials and other bulk goods that once moved most efficiently by rail and water have given way to low-bulk, short-haul electronics components, instruments, and other goods that move most efficiently by air and highway. Traffic that might otherwise come to Boston is attracted by the economics of agglomeration to New York and one or two other ports to the South. Once efficient, expansive rail and port facilities occupying choice sites at the center of the Region have gradually been given over to obsolescence or total abandonment.

Decentralization of terminal and distribution facilities and the reduction of their space needs present a valuable opportunity to gain large amounts of land for more productive uses. The railroads and ports should consolidate their outmoded downtown facilities and make land available for port-related industries, residences, and recreation. They could then be provided with modern yards in outlying areas closer to many major railroad shippers. Thus, through the conversion of underused railroad property to more productive land uses, the City would gain a much-needed increase in property tax revenues and the railroads would gain much-needed capital, probably greatly in excess of what they would make by selling their property one parcel at a time.

BY AIR

Air cargo at Logan International Airport during the fifties increased by 70 percent, and has continued to grow since then at an even higher rate. In only eight years, from 1950 to 1958, air passenger traffic increased 156 percent; in a second eight-year period, from 1958 to 1966, it is expected to rise another 43 percent, more than tripling its 1950 volume.

BY TRUCK

The most significant advances in the techniques of goods distribution are likely to be made through the increasing use of truck transportation. For even among industries that remain in Boston, there is a growing preference for shipment by truck, or by truck-rail "piggy-back," rather than solely by rail or water. Thus, an efficient flexible highway network and an effective integration of trucking facilities with major shippers should have as marked an influence on land use patterns as the conversion of underutilized rail and port property to new uses.



Outmoded port facilities in East Boston



Container port terminal, New York Harbor

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Modern goods distribution:
Shipping, at Castle Island Pier
Truck operations, at the Massachusetts
Port Authority's Mystic Pier No. 1,
Charlestown
Air freight, at Logan International Airport



Underused railroad acreage in Charlestown



Section of the 28-acre Castle Square Renewal area reserved for industrial development



Multi-story industrial building in the South End.

RESOURCES FOR PLANNED INDUSTRIAL GROWTH IN BOSTON

LAND

Railroad and port enterprises own the largest, most easily developable acreage for new industrial activity; the remainder generally consists of parcels of five acres or more, with good accessibility. A scattering of parcels under five acres can be made available, although in some cases there would be a problem of adapting the new development to existing nearby development. A few other parcels might become available if their accessibility or topographical amenability to building construction could be improved. The effort, however, would be worthwhile whatever the problem, for in this potential industrial acreage / perhaps 1,000 acres in all, by 1975 / as well as in the City's potential for the reorganization and more intensive use of existing industrial acreage, the City has an excellent chance to accommodate not only its centrally located industries, but also to capture a variety of new, less intensive industrial land uses at intermediate and outlying sites.

THE ROLE OF ADVANCED INSTITUTIONS IN ATTRACTING SCIENCE-BASED INDUSTRY

Boston's technical research institutions, including the Region's great universities, proved themselves particularly resourceful in devising new methods of industrial production and management, training a skilled labor force, and frequently in making discoveries that lead to new products. However, their continuing ability to attract science-based industries to the City itself will depend in large measure on the City's ability

to coordinate its industrial site development with the proposed modernization and extension of its transportation system (see Chapter X).

SITES FOR PARTICULAR INDUSTRIES

Because of its advanced institutions and its available land, Boston is well suited to the development of planned industrial complexes. A number of industries and commercial enterprises currently located in the Regional Core, such as flower wholesaling, meat cutting and wholesaling, the produce market, leather working, and food manufacturing, could be provided with new sites specially adapted to their needs, closely linked with related industries.

FOUR HIGH-POTENTIAL INDUSTRIAL DEVELOPMENT AREAS

Four areas within the City should be given special consideration for their industrial development potential:

1 / Along the Inner Belt peripheral to the Regional Core, where there will be immediate highway access and the convenience of a Regionally central location. This could be a suitable location for high-intensity land uses, including industries related to institutions that have large numbers of employees and occupy buildings having more than one story; for manufacturing, warehousing, and wholesaling enterprises that require proximity to Downtown office, retail, consumer, or business services but

need larger sites than can be made available in the Core; and for large goods-handling functions. Among the latter are the existing food and produce markets in the Waterfront Renewal area, which should be relocated in new, more efficient facilities in the South Bay and near the Reserved Channel in South Boston.

Sites for Boston's expanding, science-based industries can be made available at the Inner Belt / Southwest Corridor intersection, at air rights at selected locations such as the Brighton interchange on the Massachusetts Turnpike, on Boston & Maine railroad and other property next to Charlestown or institutions and industries in Cambridge, and in existing industrial and railroad areas in the Fort Point Channel / South Bay area (Figure IX-11). These sites should be ideally suited to industries of this type, which, on the whole, employ relatively high numbers of skilled workers per acre, depend almost entirely on highway transportation, require few unusual public utilities, pay high taxes, and seldom create nuisances.

2 / Along the harbors of Charlestown and East Boston, and in the vicinity of the Airport, where considerable acreage is presently occupied by outmoded rail and port installations which will eventually be consolidated elsewhere. Each of these areas lends itself readily to consolidation of production and distribution at points convenient to labor. In the North Station Terminal area, on the fringe of the Regional Core near Boston & Maine Railroad yards,

production and distribution operations can also be consolidated close to the central labor supply and to Regional Core businesses with which they are linked, even after railroad facilities are eventually moved from the North Station and integrated with trucking facilities across the Charles River.

In East Boston, a similar combination of rapid transit, highways, and rail and airport facilities with quantities of vacant land and industrial plants give that area the capacity to compete for international as well as for a larger share of Regional trade, and, incidentally, the capacity to make up some of the drop in port traffic. Port activity generally should be more closely linked with land transportation by connector routes to speed processing and simplify overland transshipment.

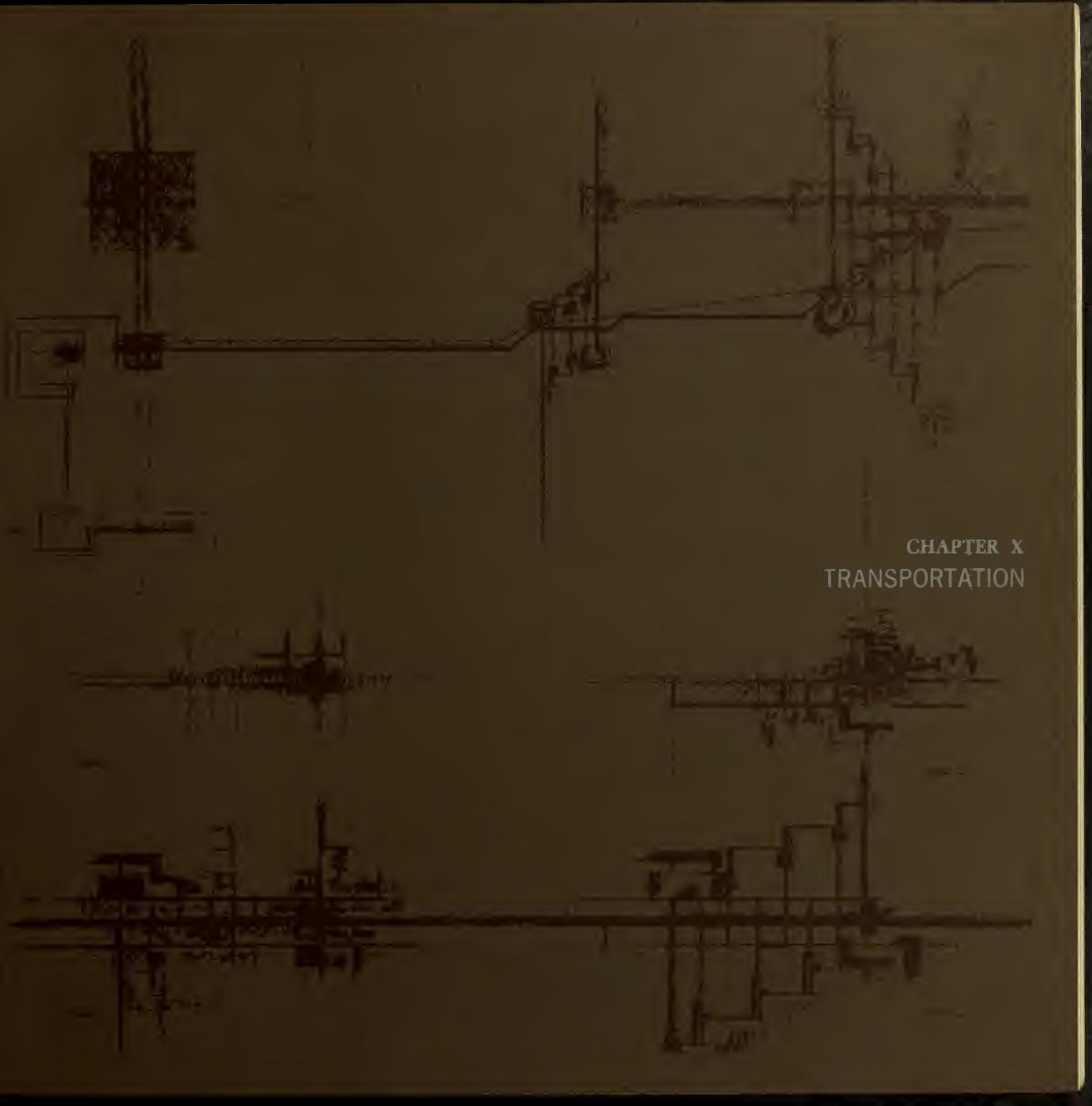
3 / At selected points within the Action Corridors, as in the case of recent development of light manufacturing along Morrissey Boulevard and the Harvard / Ashmont transit line.

The pattern of development should vary from one Corridor to another, depending on the particular advantages of each location. In Allston / Brighton, for example, Action Corridor industrial development, requiring virtually no residential displacement, could be located so as to profit from that area's location midway between the City and many suburban residential and institutional centers; from improved rapid transit communications to the Downtown business district; from easy trucking accessibility owing to lack of midtown congestion; and from its general physical orientation to suburban industries and markets. A further opportunity exists in the Readville industrial complex, at the southern extremity of the Southwest Action Corridor, to expand and modernize existing general manufacturing industries requiring large sites, which have been growing outside the City.

4 / On vacant or underutilized lands in the industrial section of South Boston. Commercial shipping now being carried on in several locations should be consolidated in South Boston and Charlestown, and, to some extent, in East Boston. Residences and recreation should replace some of the old shipping sites, while others are given over to modern goods-handling equipment and industrial and commercial uses that benefit by a harborfront location.

Figure IX-11. The Regional Core will require extensive environmental improvements to reinforce its economic appeal as a site for advanced research and science-based industries using multi-story buildings. One of the most beneficial of these improvements will be the reclamation of the Fort Point Channel for small boating and other recreational uses, at the critical juncture between the Downtown and the existing industrial complex in South Boston.





CHAPTER X
TRANSPORTATION

The primary goal of the Plan for Transportation is to bring about an increase in peak-hour transit patronage of at least twenty percent by 1975 and an overall increase in 24-hour patronage of at least ten percent. Of 545,000 daily trips to the Core, public transportation would then account for 241,000. Although it will be necessary to increase the daily Core-bound traffic-bearing capacity of the entire transportation system by twenty percent, increases in Core-bound street capacity should be held to those proved necessary after the expansion of public transportation. It will be necessary, in order to achieve other basic goals of the Development Program, to spare the Regional Core from further heavy influxes of highway traffic.

Several rapid transit extensions and other improvements are suggested as guidelines for the newly-formed Massachusetts Bay Transportation Authority's unprecedented expansion and modernization program. Suggested roadway improvements, on the other hand, are limited to a much-needed clarification of street types / expressways, arterials, secondary arterials, collector-distributors, and local access streets / and to seven specific major improvements, including the construction of the Inner Belt, which together should hold the increase in the City's Core-bound street capacity to 10,000 vehicles at peak hours.

Inside the Core, there will be a corresponding need for improved collector-distributor streets to link expressways and separate clusters of activity. Core parking space should be provided for about 180,000 autos over an average 24-hour period in 1975, predominantly in parking garages of a variety of sizes.

TRANSPORTATION

BACKGROUND: THE DECLINE IN TRANSIT PATRONAGE

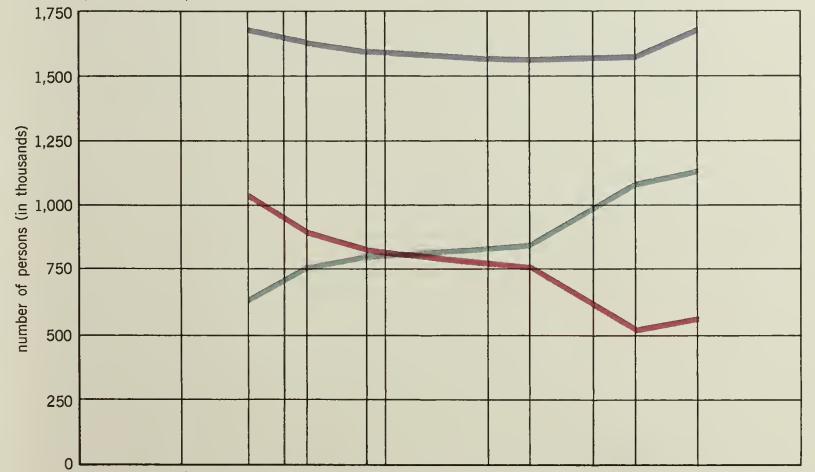
The Plan's choice of a composite pattern of Regional Development, containing radial Action Corridor expressways and rapid transit lines, reflects the firm conviction that modern, efficient public transportation is essential to the revitalization of the Regional Core (see Chapter III). But Boston is clearly no exception to the nation-wide trend toward greater reliance on the automobile. While the metropolitan traffic volume has risen 40 percent since 1945 and is expected to increase another 30 percent by 1975, public transportation accounts for no more than half the number of daily trips to the Regional Core¹ that it handled 15 years ago. If the trend continues, moreover, public transit patronage could decline another 50 percent by 1975.

Although automobile traffic congestion is becoming an increasingly serious problem in cities all over the world, it has never been determined, in Boston, at least, whether a truly adequate public transportation system would afford a solution. Now, having committed itself to strengthening the Regional Core, Boston has begun the modernization and expansion of public transportation on an unprecedented scale. Prior to the enactment of the Massachusetts Bay Transportation Authority Act of 1964, it would have been financially and administratively impractical for the Metropolitan Transit Authority to carry out the expansion program proposed below. The new Massachusetts Bay Transportation Authority, which replaced the MTA, has both the necessary Regional jurisdiction² and greatly improved financial resources. All that remains to be seen is whether such a program can succeed, and, if it does, whether the City will fully benefit from it.

¹ / For purposes of transportation analysis, the Regional Core is defined as that part of the Boston peninsula bounded by Boston Harbor, the Fort Point Channel, the Central Artery from Dover Street to Massachusetts Avenue, the Inner Belt, and the Charles River. The Plan otherwise adapts the definition given in Chapter XI, *Plan for the Regional Core.*"

² / See Figure III-13 for boundaries of the MBTA district.

Comparative Trends in the Use of Public and Private Transportation in the City of Boston, 1927-1964, Estimated 1965-1975^{(1)*}



*Persons entering, leaving, and passing through Downtown Boston by public and private transportation. For tabulation of vehicles and persons entering the regional core during an average 24-hour period, see Table 15.

SOURCE: Boston Traffic and Parking Department, "Cordon Count, Downtown Boston, 1927, 1932, 1938, 1950, 1954, 1964."
Boston Redevelopment Authority staff estimates.

KEY

- Total Persons Using Public and Private Transportation
- Persons Using Private Transportation
- Persons Using Public Transportation

FUTURE TRANSIT PATRONAGE

Implicit in the decision to expand public transportation are a few basic assumptions about future fluctuations in transit patronage and their effect on the transportation system and ultimately on the City as a whole. First, if the decline in transit ridership were allowed to continue at the rate, since 1950, of 20 percent at peak hours and 70 percent at off-peak hours, the loss of some 51,000 transit riders by 1975 would be accompanied by a 46 percent, 18,000-auto increase in peak-hour automobile traffic entering the Core. Only 130,000 out of an expected total of 545,000 daily trips to the Regional Core would then be made by transit.

Second, even if transit patronage remained stable at peak hours and declined only 15 percent at off-peak hours, or by a total of about 13,000 riders by 1975, there would still be an increase in peak-hour automobile traffic entering the Core of 9,000. Under both assumptions, the City would clearly be forced by the resulting need for new highway construction and long-term parking space in the Regional Core to abandon some of its most important development goals.

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The Plan, therefore, has adopted as its transit patronage target for 1975 a 20 percent increase during peak hours and stabilization at off-peak hours, leaving only 1,200 more autos to enter the Core at peak hours and to require long-term parking space. Public transportation would then account for 241,000 out of the expected total of 545,000 daily trips to the Core, and daily trips by automobile would not amount to much more than 300,000.¹

¹ / The likely discontinuance of railroad commuter service before 1975 would add approximately 20,000 more peak-hour transit riders to the target volume of 241,000.



Congestion on the Southeast Expressway

Table 14

VEHICLES AND PERSONS ENTERING THE REGIONAL CORE / 24-HOUR PERIOD / AVERAGE WEEK DAY

	1963 SUBTOTAL	TOTAL	1975 SUBTOTAL	TOTAL
DAILY TRIPS				
Total Persons Entering the Core		455,000		545,000
By Public Transportation	215,600		241,000	
Rapid transit	185,600		222,500	
Bus	10,000		15,000	
Railroad	20,000		3,500(1)	
By Motor Vehicles		239,400		304,000
Automobile	201,000		260,400	
Taxi	19,800		25,600	
Truck	18,000		18,000	
TWO-HOUR MORNING PEAK (2)				
Total Persons Entering		196,000		224,000
By Public Transportation	131,000		157,000	
Rapid transit	115,000		153,500	
Bus	3,500		3,500	
Railroad	12,500		0	
By Motor Vehicles		65,000		67,000
Automobile	58,500		60,300	
Taxi	6,500		6,700	
TOTAL NUMBER OF ENTERING VEHICLE TRIPS				
		170,500		216,200
Automobiles	138,500		180,000	
Taxis	14,200		18,400	
Trucks	17,800		17,300	
Two-Hour Morning Peak				
Automobiles		39,000		40,200
PARKING DEMAND				
Total Spaces		56,600		67,600
Gross Turnover Rate	2.45		2.67	
Long Term	39,000		40,200	
Turnover Rate	1.3		1.5	
Short Term	17,600		27,400	
Turnover Rate	6.13		4.38	

(1) long-haul, non-commuter traffic

(2) 7:30 / 9:30 a.m.

Source: Boston Redevelopment Authority staff estimates.



Underused railroad right-of-way, in the center of the Core's spine, should be converted to rapid transit and service road use.



Open parking lot near Copley Square

OBJECTIVES OF THE PLAN FOR TRANSPORTATION

The two basic objectives of the Plan for Transportation are to insure adequate transportation for the Region's increasingly dispersed population and to help insure that the main focus of Regional development remains on the central City. All of the following objectives stem from these goals:

1 / To increase the capacity of the entire transportation system for carrying traffic to the Core by 20 percent.

- a) To increase the Core's street and parking capacity only to the extent still required, if any, after the expansion of public transportation.

2 / To increase peak-hour transit patronage 20 percent and over all 24-hour patronage at least 10 percent.

- a) To construct new and redesign existing transit stations and other facilities whose appearance and efficiency will enhance the competitive appeal of mass transit.

3 / To extend transit service over a larger portion of the metropolitan Region.

- a) To use existing railroad rights-of-way for transit extensions wherever possible.
- b) To route transit lines through the Core rather than to terminate them inside the Core.
- c) To promote more intensive use of existing transit service.

4 / To improve the City's street system so that it will accommodate an additional 1,200 Core destined automobiles at peak hours.

- a) To rely on the 1948 Master Highway Plan, reviewed in 1957 and 1962, as a guide for Regional highway construction.

5 / To provide parking space, predominantly in short-term parking garages, capable of handling a turnover rate of approximately 3.0 vehicles per day.



Remodeled, modernized MBTA station at Government Center

Figure X-2. Modernization of the MBTA station at Summer / Winter / Washington Streets, one of many transportation improvements that can be integrated with Downtown commercial rehabilitation to produce mutually benefiting increases in transit patronage and Downtown retail patronage.

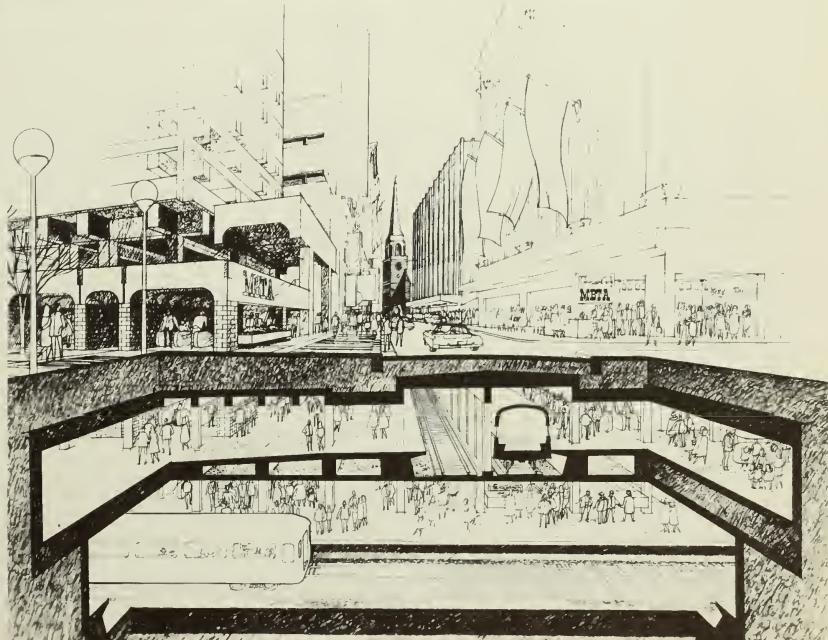


Figure X-3. Surplus and Deficient Highway Capacity in Metropolitan Boston, During Peak Hours and in Peak Directions, 1960.

LEGEND

3,000 vehicles = $\frac{1}{8}$ inch

Deficiency



Surplus



TRANSIT IMPROVEMENTS

Although they are stated in somewhat greater detail than other proposals in the Plan, the following transit improvements are suggested for further consideration by the Massachusetts Bay Transportation Authority and other agencies directly concerned with Boston's mass transportation program, rather than for immediate implementation in their present form. They have been accorded differing degrees of priority on the basis of their importance in relation to Urban

Renewal projects, as well as in accordance with financial, engineering, operational, and general policy considerations.

FIRST PRIORITY

A Northward extension of the Washington Street line; removal of the Charlestown elevated.

The extension of the Washington Street rapid transit line to Malden and Melrose at Oak Grove will entail relocating the line from its present elevated structure in Charlestown to Boston & Maine tracks running northward from North Station past Charlestown. Once relocation is completed, continuation of the line along the Boston & Maine right-of-way through Melrose, to or beyond Route 128, should be accomplished with a minimum of expense and delay.

B Southward extension of the Washington Street line from Forest Hills to or beyond Route 128.

Existing New Haven Railroad rights-of-way afford three routes, which may be used singly or combined, for the extension of the Washington Street line beyond Forest Hills:

1 Along the main line to Route 128, in Westwood near the Dedham / Westwood town line;

2 Along the main line to Readville, then southwest to Norwood;

3 Along the West Roxbury branch through Roslindale and West Roxbury to Spring Street.

In the event that the southern section of the existing Washington Street line is relocated to the New Haven right-of-way, both the extension and the relocation of the line should be coordinated.

C Utilization of the Old Colony right-of-way to Quincy and Braintree, or beyond.

Two alternate approaches to the Core should be considered:

1 By way of the Cambridge / Ashmont rapid transit line from Savin Hill or Broadway Station in South Boston. The latter connection would permit express service through Dorchester.

2 By way of the original Old Colony Line into South Station, with improved transfer onto rapid transit.

D Rerouting of the Riverside line along existing Boston and Albany railroad tracks.

This would enlarge the area effectively served by the Riverside line and would bring additional transit service to Prudential Center. Equally important, by taking the Riverside line off the two-track section of the heavily-traveled Central (Tremont / Boylston) Subway, it would enable other lines using the tunnel to improve their service.

The immediate approach from the Boston & Albany tracks into the Downtown would be determined by the type of equipment used on the Riverside line. The present low-platform cars could use the now-abandoned portion of the Tremont Street tunnel, which would either be extended to the Boston & Albany tracks or connected to a new tunnel under Stuart Street. If the line is converted to high-platform cars, the approach would be off the Boston & Albany tracks into the Washington Street tunnel. Of the two alternatives, the former has the advantage of greatly improving service to sections of the Back Bay between Stuart and Boylston Streets. The latter has the virtue of requiring less expense.

E Extension of the Huntington Avenue Subway and Riverside connection.

Relocation of the Huntington Avenue line from its center-of-the-road reservation to a subway between Brigham Circle and a point beyond Veterans Hospital on South Huntington Avenue would greatly improve both the speed and regularity of transit service and the flow of traffic on surfaced streets presently obstructed by transit vehicles. A connecting tunnel could also be built to link the Huntington Avenue line to the Riverside Line at Brookline Village.

F Modernization of equipment using the Central (Tremont / Boylston) Subway.

The only subway serving the length of the Core peninsula, the Central Tunnel is the most heavily traveled section of the Regional transit system, and is due for heavier use as the main transit link between Government Center, the

Downtown retail district, and Prudential Center. Its full potential will not be realized, however, until lines using it are through-routed to the north and furnished with modern equipment, and until the Tremont Tunnel is again put to use by being connected to a newly rerouted existing rapid transit line.

G Extension of the Cambridge / Ashmont line north and west from Harvard Square.

The Cambridge / Ashmont line should be extended north from Harvard Square through a tunnel under Massachusetts Avenue to Porter Square or North Cambridge, then west along the Boston & Maine right-of-way to Alewife Brook Parkway, Arlington Center, Belmont, and Waltham. The same points might also be served by a connection between the Boston & Maine Railroad's main line in Charlestown and Porter Square, through Union Square in Somerville on Boston & Maine tracks.



STANLEY KARLINSKY

New rolling stock put into service on the Cambridge-Ashmont line, May, 1963



Figure X-4. The relocation of the "el" from Charlestown's Main Street to Boston & Maine railroad tracks on the edge of the neighborhood will demonstrate to the nation how effectively rapid transit modernization and community renewal can support one another in a proud and historic residential neighborhood. In this perspective, Main Street is shown as it looks now and as it will look in a few years when the "el" is gone.



SECOND PRIORITY

- A Extension of transit service to the northwest on the Boston & Maine right-of-way and removal of the North Station elevated structure. Removal of the North Station elevated structure should be coordinated with the extension of the new Riverside line to the northwest, through Somerville and West Medford on the Boston & Maine right-of-way by way of the Central Subway. An alternative to the Central Subway extension would be a branch extension from the Boston & Maine main line north of Charlestown station.
- B Extension of the East Boston / Revere Line a short distance to a station at a large parking area along the east side of Broadway, or to a connection with the Boston & Maine Railroad's eastern line for service to points along the North Shore. As a third alternative, a branch extension might also be made from the Boston & Maine's main line at Sullivan Square to the Boston & Maine's eastern line. This extension of the Revere line would improve the coordination of transit and highway service to the North Shore.
- C Extension of the Huntington Avenue Tunnel from the existing Northeastern University portal to the proposed subway from Brigham Circle to Heath Street (see first priority proposal E).
- D Extension of the Commonwealth Avenue Subway, which would replace the existing center-of-the-road trolley reservation, to the intersection of Brighton and Commonwealth Avenues; extension of service three-tenths of a mile beyond the line's present terminus to the Boston College main campus by way of the existing center-of-the-road reservation on Commonwealth Avenue.
- E General System Improvements.
 - 1 Construction of transit underpasses at major intersections, minor relocations of rights-of-way at congested intersections, and improvement of traffic signals along the Beacon Street and Commonwealth Avenue surface reservations.
 - 2 Construction of additional transit station parking lots integrated with the Regional highway system.
 - 3 Institution of feeder-bus service between intermediate transit stations and points along the perimeter of the Regional Core.

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Center-of-the-road streetcar operation on Commonwealth Avenue



MBTA bus terminal and storage yard adjacent to the rapid transit station at Forest Hills. Feeder bus systems should be similarly integrated with new transit terminals when rapid transit lines are extended under the MBTA's expansion program.



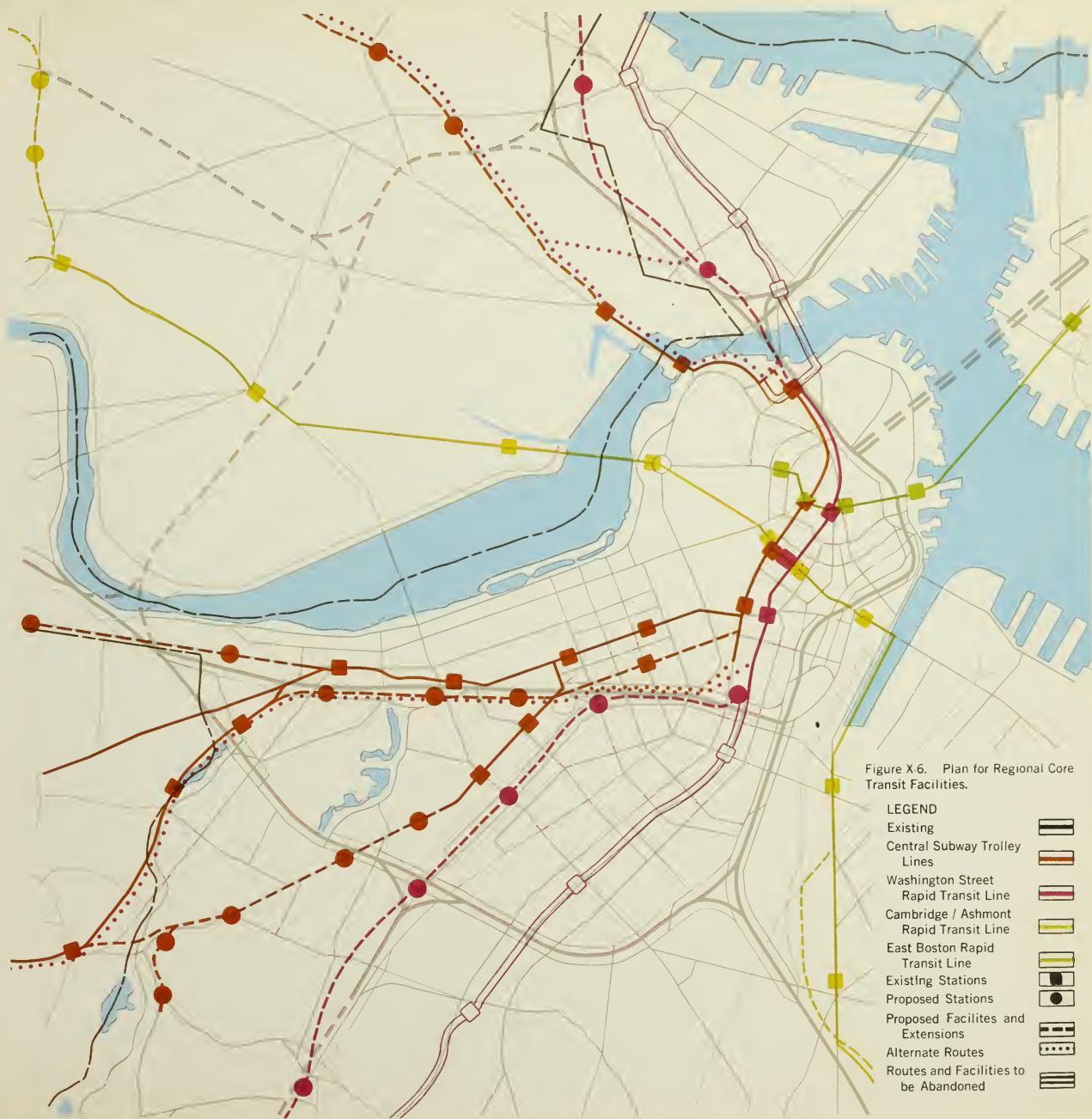


Figure X-7. Plan for Regional Expressways

LEGEND

Existing Expressways

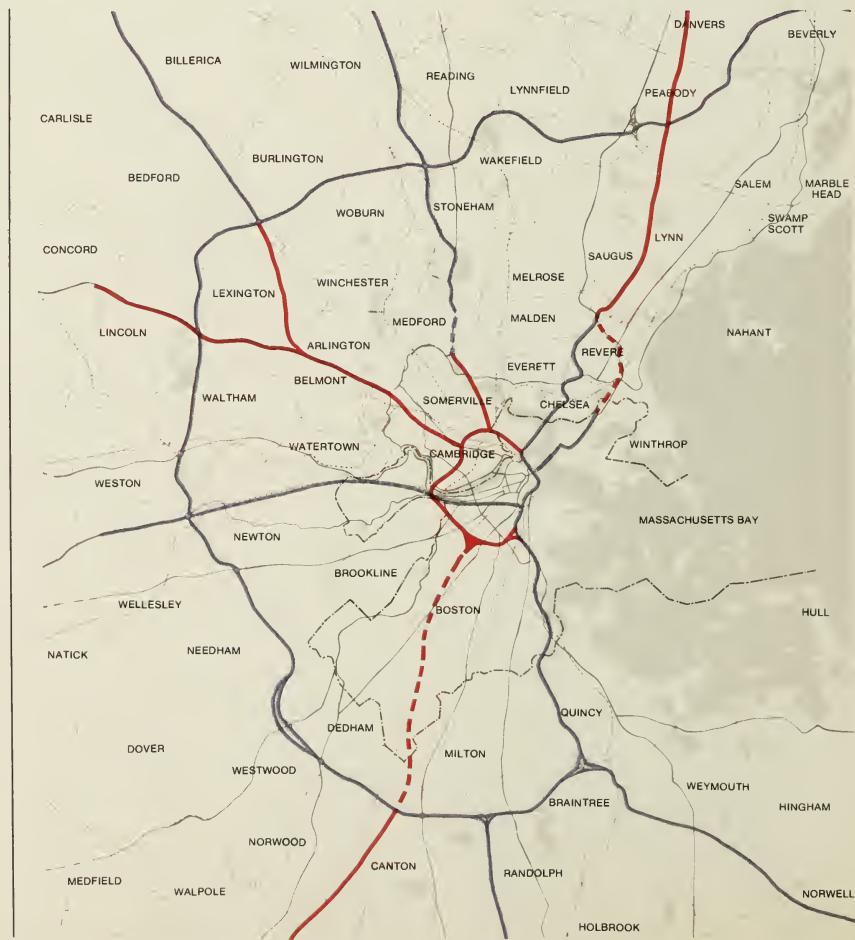
Completed (as of
Spring, 1965)

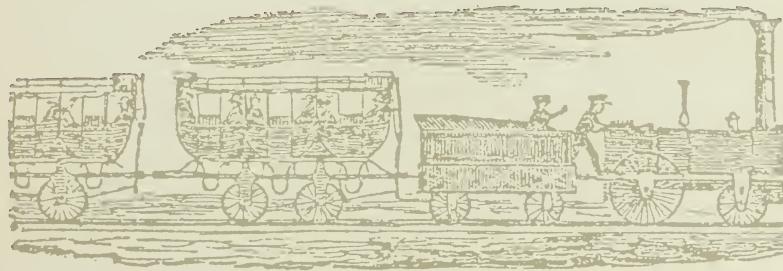
Under Construction

Proposed Expressways Alignment

Proposed or
Endorsed by

Plan
Alignment Not
Proposed by
Plan





ROADWAY IMPROVEMENTS

CONFORMANCE WITH ROAD CLASSIFICATION STANDARDS

The problem of adapting the City's roadway system to present and future needs should be reduced by the expansion of public transportation to one of selecting the most necessary and effective improvements. Broadly, the kind of streets that should be constructed or improved, and the functions they must perform, fall into five categories:

- 1 expressways, including major radial and circumferential highways, which connect the most important destination points inside the Region;
- 2 arterials, including major radials and circumferentials and occasionally diagonals, which link Satellite Cores and expressways, in addition to performing the same basic function as expressways;
- 3 secondary arterials, including diagonals and secondary radial and circumferential highways, which collect traffic entering or leaving major highways and running between District Centers;
- 4 collector-distributors, which connect lesser sub-centers while distributing traffic locally within discrete land use

areas;

- 5 local access streets, which provide access to individual parcels of property.

Each roadway is differentiated according to the volume and the principal travel distance of the traffic using it. Thus, expressways carry the heaviest volume of traffic traveling the greatest distance, arterials carry the next heaviest volume of traffic traveling the next greatest distance, and so forth. Since traffic volume varies widely according to the time of day and the location of any given part of the highway, travel distance, for purposes of classification, may be regarded as the more important of the two criteria.

The clarification of street types and the improvement of the City's street system as a whole should be most evident in Urban Renewal project areas, where street improvements can be coordinated with clearance, new construction, and rehabilitation. In other parts of the City, arterial and collector-distributor street improvements should be emphasized in order to reduce the volume of traffic on local streets in residential neighborhoods. Detailed studies will define and program necessary street improvements and relate them to street relighting, utilities improvements, and street landscaping programs.

SPECIFIC CITY-WIDE IMPROVEMENTS

With the recent completion of the Massachusetts Turnpike extension / a major radial expressway / major improvements to the City-wide highway system should be limited to the construction of:

- 1 The Leverett Circle Bridge, an important link between the Regional Core and the principal northern radial, which would bring much-needed relief to a congested section of the Central Artery;
- 2 The South End By-pass arterial street, which would distribute traffic from southern radials in the Regional Core;
- 3 Improvements to Albany, Atlantic, and Dorchester Avenues, designed to provide better entrance into the Downtown from one major and one minor radial arterial;
- 4 The Inner Belt, a major circumferential expressway (Figure X-12);
- 5 The North Terminal Area street and expressway system, a combination of street types;
- 6 A circumferential, secondary arterial through Dorchester, Roxbury, and Jamaica Plain, of which the Washington Park Boulevard will be the first major section to be constructed;
- 7 Necessary operational improvements to various segments of the MDC parkway system.

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The first three projects will increase the City's Core-bound street capacity (but not necessarily the actual volume) by 10,000 vehicles at peak hours. The Inner Belt should measurably reduce traffic through the Core which now almost equals the total Core-bound traffic volume.



Heavy vehicular and pedestrian traffic converging on Boylston Street, a commercially important link between the Downtown retail district and the Back Bay

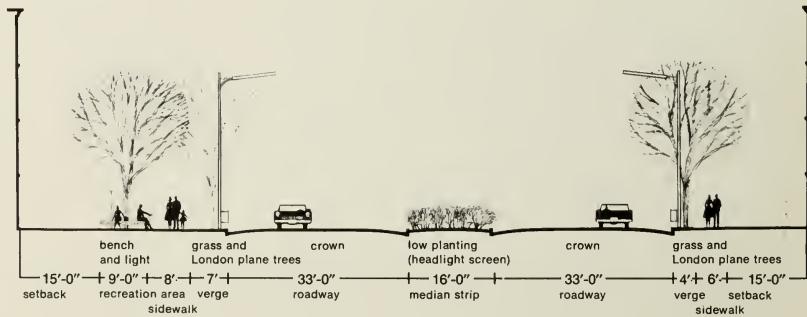


Figure X-8. A cross section of the proposed Washington Park Boulevard, with a pedestrian mall running between adjacent sites for community facilities. This new highway will provide circumferential movement around the Core and badly needed, highly visible ties between the Washington Park renewal area and areas of strength, such as Jamaica Plain and the Dorchester shoreline.

IMPROVEMENTS IN THE REGIONAL CORE

The Plan's proposals for Regional Core street improvements consist for the most part of a system of collector-distributor streets, whose function will be to link separate clusters of activity with the expressways and arterials leading into or encircling the Core. An arterial paralleling the Turnpike would carry traffic between Prudential Center and the Central Artery, and would connect with the South End by-pass. The system would serve both as a collector and as an artery, by channeling the traffic between the Inner Belt and the Turnpike around the South End and the Fenway area along the New Haven right-of-way. The Central Artery would then be relieved of Core-bound traffic which would otherwise reach it by way of the Inner Belt.

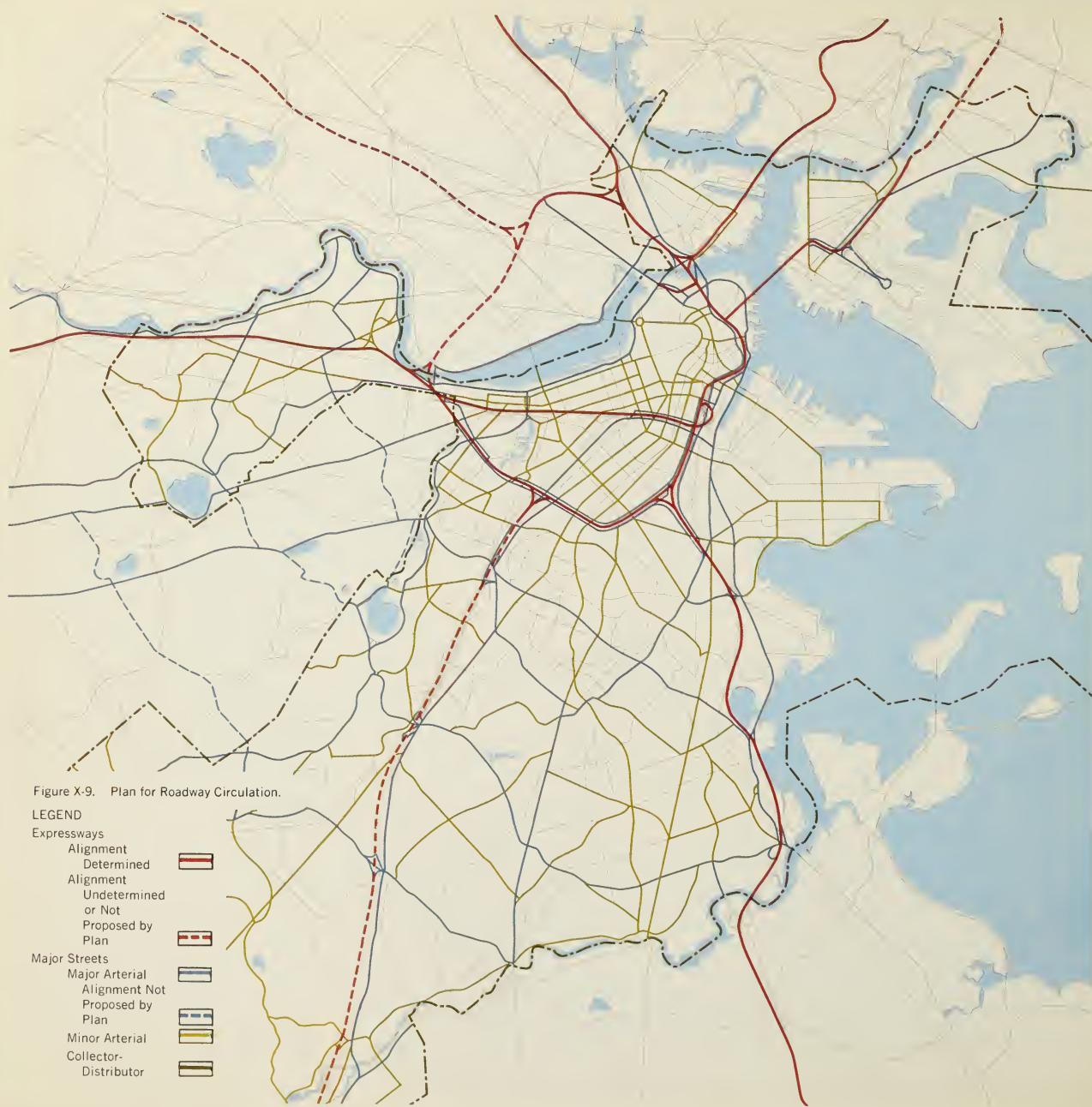
Collector-distributors and service roads should be located along the margins of intensive development, where they can carry traffic to and from the Inner Belt and other expressways. Altogether, the Core's collector-distributor street system should serve the entire peninsula, from Government Center through the retail district to Back Bay and Prudential Center, and from there to the Huntington Avenue sub-center.

No permanent solution to the circulation problems between Charlesgate, Kenmore Square, Riverway, and Route 9 has yet been found, although progress in that direction will be made by completion of the MDC-sponsored Charlesgate Overpass. Plans are also being considered for a Southwest Expressway, which, if it takes the route proposed by the Massachusetts Department of Public Works, would require more demolition than the City feels is advisable.

Generally, there is need in the Core for clarification of the functional hierarchy of streets. That is, street types frequently fail to match traffic volume, and as a result there is unnecessary congestion. Similarly, expressway on- and off-ramps should be clearly identified, by design and by location, to minimize unnecessary through traffic over local streets.

Boston extension of the Massachusetts Turnpike, opened to traffic in February, 1965





PARKING IMPROVEMENTS

If the Plan's assumption that transit patronage will increase by 1975 proves correct, Core parking space will probably be required for about 180,000 autos over an average twenty-four hour period in 1975. An adequate supply of parking should then amount to no more than 68,000 spaces, with an overall turnover rate of 2.7 autos daily. Half, or approximately 40,000 spaces, should be devoted to long-term parking having a turnover rate of 1.5. The other 28,000 spaces

would accommodate short-term parking with a turnover rate of 4.4.

The expected change in the overall daily turnover rate from 2.5 in 1962 to 2.7 in 1975 reflects the Plan's goal of attracting additional shoppers into the Core area. Since the total existing supply of parking spaces, of all kinds, is 56,500, and it will be necessary to eliminate some 31,800 curb and illegal on-street spaces and other parking spaces in obsolete off-street facilities, approximately 55,300 new parking spaces will have to be built before 1975 to reach the recommended goal of 68,000.



Figure X-10. Plan for Regional Core Roadways and Parking.

LEGEND	
Expressways	
Alignment Determined	
Alignment Undetermined or Not Proposed by Plan	
Major Streets	
Major Arterial Alignment Not Proposed by Plan	
Minor Arterial	
Collector-Distributor	
Parking Garages	
Existing	
Proposed	

Right, South Station railroad yards, a potential site for a long-term parking garage on the fringe of the Core, integrated with an expressway and major rail and transit facilities

Both multi-story garages and small, open lots in residential areas are needed to serve special long- and short-term parking needs. Below, the 700-car Hayward Place elevator garage, Downtown. Below right, an open lot in Charlestown, which needs improved landscaping.





BOSTON - PLYMOUTH AND SANDWICH MAIL STAGE

TYPE, SIZE AND LOCATION OF PROPOSED PARKING

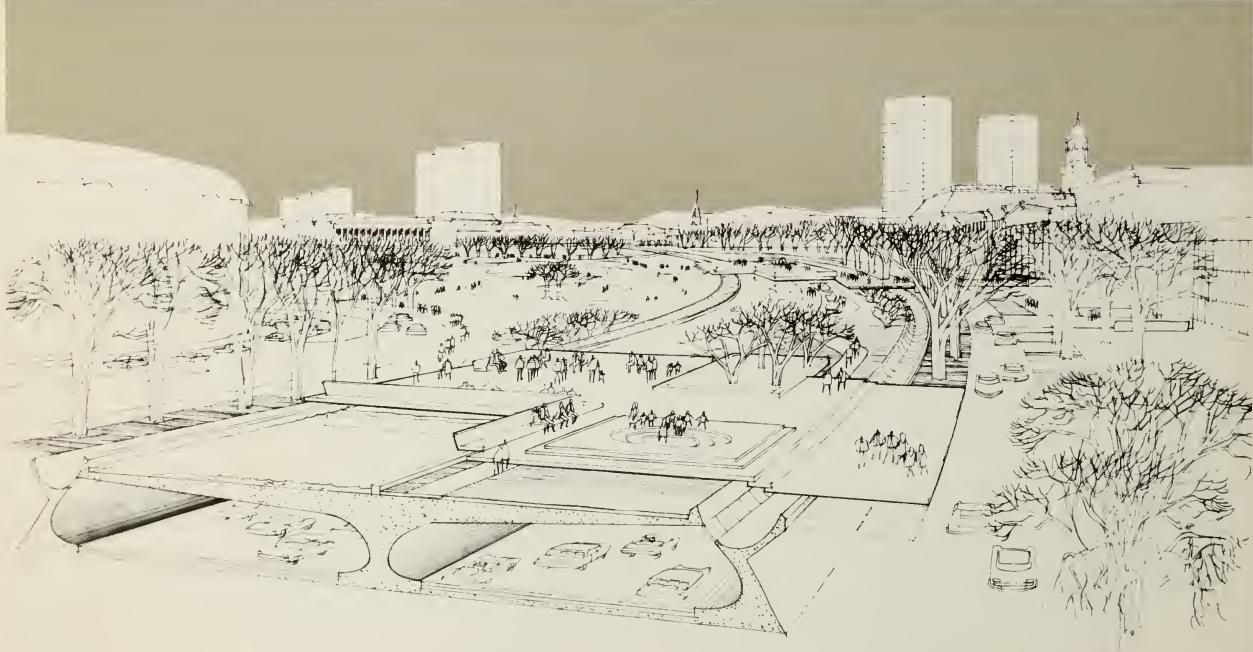
The Plan recommends that the type of parking space provided be predominantly parking garages, since sites will be available and garages are both efficient and relatively compatible with neighboring land uses. Garages ranging in capacity from 400 to 5500 autos should be built at Government Center, South Station / Dewey Square, along the Inner Belt from the Central Artery through the Fenway and Lower Roxbury, and at other evenly distributed sites near expressways and on the margins of intensive development. Short-term parking should be concentrated near commercial centers.

Long-term parking should be provided near expressways and arterials on the edge of the Core, and off collector streets near major centers of activity. The price, location, and design of parking facilities must vary depending on whether they serve long- or short-term parking.

The total cost of parking construction, through 1975, at \$3,000 per space, will probably be about \$123 million. Three quarters of the total, or about \$93 million, should be furnished by private investors. The remaining \$30 million should be the maximum City contribution.

Figure X-11. Advanced expressway engineering techniques have been employed in the preliminary design of the Inner Belt to preserve the Fenway link in Boston's famed continuous park system. It is but one of many illustrations of how expressways in Boston and in the rest of the nation can be designed, through such techniques, to preserve cities for people.

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The background of the page is a black and white aerial photograph of a city. The city's layout is clearly visible as a dense grid of streets and buildings, centered on a large body of water. The surrounding land is mostly undeveloped, with some sparse vegetation and a few smaller settlements. The overall tone is somewhat somber or historical.

CHAPTER XI
PLAN FOR THE
REGIONAL CORE

Center of commerce in its broadest sense, of government, institutions, culture, and entertainment, and home of the Region's and some of the nation's key businesses and professional services, the Regional Core is both geographically and functionally the heart of the City of Ideas. The Core contains the greatest concentration in the metropolitan area of advanced public and private development projects, brought about either directly or indirectly by the Development Program and by the City's growing confidence in its own future. It possesses also the greatest need and the resources for an integrated design of dramatic dimensions.

Since it is uniquely shaped for the core of a metropolitan area, and historically contains an unusual side-by-side mixture of business, cultural, residential, and other areas, the Core is well situated to deal with its development problems and opportunities. The Plan proposes a three-point strategy for major physical development, designed to enlarge and reorganize those parts of the Core available for the fulfillment of its new and existing functions. First, predominantly circulation improvements along the spine of the Core should ease traffic congestion and facilitate communication between the Core's separate sub-centers, which should then be enabled to expand and modernize functionally as necessary. Second, along the fringe of the Core, close to the Inner Belt, sites for a variety of enterprises requiring proximity to the Core can be made available. Third, inside the Core, existing residential neighborhoods should be preserved through the harmonious scaling and design of new projects, the provision of expansion room at their perimeters, and the elimination of through traffic and other circulation improvements.

Within this design framework, specific suggestions for different types of development at different locations in the Core are offered to guide the Core to its eventual revitalization in 1975. Among these is the Plan's proposal that a World's Freedom Fair be held in Boston's Regional Core in 1975, at a cluster of zones rather than on a single site, so that, linked to the Core's many historical features, key services and amenities, the Fair would bring permanent development values both to the Core and to the City as a whole.

PLAN FOR THE REGIONAL CORE

DEFINITION OF THE CORE

Geographically, the Plan defines the Boston Regional Core as that part of the City lying within the proposed Inner Belt expressway, including primarily the Boston peninsula, plus the entire Parker Hill / Fenway area, and all areas about the Fort Point Channel, the South Bay, and Lower Roxbury, whose land use potentials are closely linked to proposed development along the Inner Belt (See Figure III-11).

Functionally, the Core may be defined as that part of the City containing, or potentially containing, the bulk of Regionally, rather than locally, oriented activities. It embraces the Central Business District, with its retailing, government and business and professional services, and, beyond that, the greatest concentration of the Region's most valuable land and productive enterprises. Its importance to the success of Boston's Development Program has made it the most advanced center of planning and renewal in the Region.

Outside the limits of the Regional Core, so defined, are a number of highly significant centers of activity that nonetheless fall both within the Core's functional definition and within the geographical area of converging rapid transit lines and highways, including the Inner Belt. Transportation terminals and ports, as well as prime Regional industries and institutions of Cambridge and Somerville, should increasingly reinforce, and be reinforced by, the pattern of development established in the Regional Core by the Development Program and particularly by the construction of the Inner Belt and improvements to the rapid transit system.

ASSETS AND PROBLEMS

THE LINEAR STRUCTURE OF THE CORE

Planning goals for Boston's most intensely developed area have been determined to a great extent by the linear alignment of its sub-centers of non-residential activity and by the unusual juxtaposition of residential, institutional, and business areas. This pattern of development was brought about by the connection of the original town of Boston to other settlements on the mainland over a narrow strip of land, later by the joining of separate functional areas along the neck of the peninsula and man-made causeways, and finally by the 200-year process of land leveling and filling that eventually gave the City its present shape.

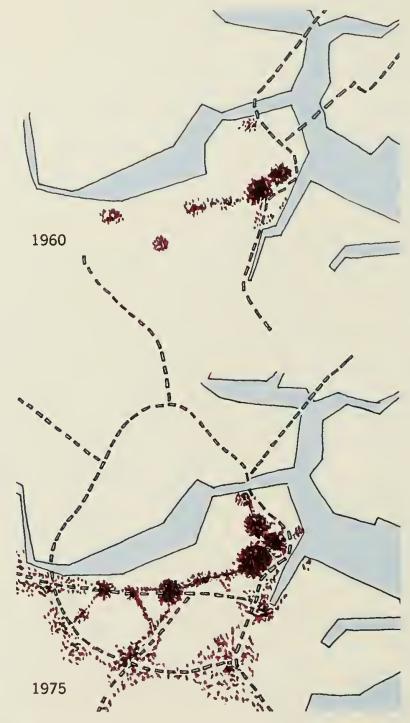


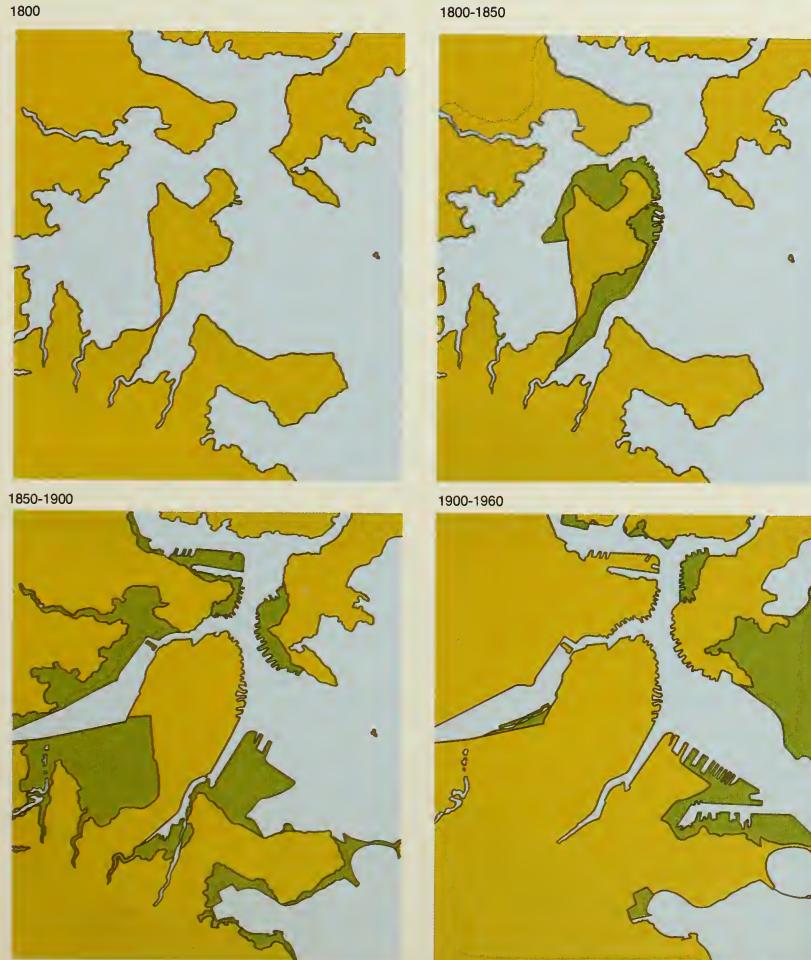
Figure XI-1. Proposed expansion of sub-centers and continuity of development between sub-centers, as the Core "grows up" to fit the oversized "suit of clothes" left by its historically decentralized pattern of development.

The linear, or spinal, grouping of Core sub-centers is more amenable to the expansion and reorganization of land uses than a compact, circular, or gridiron pattern would be; transportation improvements along the spine can increase the accessibility of larger areas of growth than would be affected in other patterns of development. Moreover, given the relatively simple but effective transportation linkages between the Core's sub-centers, the internal structure of the Core possesses greater flexibility in regard to locational choices for new centers of activity. Thus, fundamental physical improvements of a number of types can be made within the Core without weakening the Core's historic physical structure. Prudential Center, Government Center, and the Waterfront Renewal area illustrate how readily new, separate poles of development can replace or add to old ones along the spine of the Core. The proposed wholesale, distribution, and industrial centers along the Inner Belt and Turnpike extension should illustrate how parts of the spine itself can be replaced or complemented.

Prior to the Development Program and the resurgence of economic confidence in Boston, the Core's internally decentralized form constituted a critical disadvantage in its competition for new economic growth with more efficient suburban locations. Today, however, with the remarkable progress of planning and redevelopment in the Core, the Core's internal structure constitutes an indispensable asset for satisfying the space, density, access, and architectural requirements of the very kinds of Downtown functions needed to strengthen the Core.



Figure XI-2. Land Creation in Boston,
1800/1960.





THE CORE AS A CENTER FOR THE INTERCHANGE OF IDEAS AND SERVICES

In the period immediately following the Second World War, when the Core's unusual juxtaposition of residential, institutional, commercial, and industrial districts hampered its economic growth, the relative importance of a number of Core functions altered considerably. If the Downtown functions of most American cities can be differentiated in terms of "primary" functions / retailing, consumer services, business and professional services, and government / "secondary" functions / wholesaling, industry, and distribution / and "tertiary" functions / housing, institutions, and cultural activities / Boston's Regional Core has acquired greater importance in most "primary" and "tertiary" functions and lesser importance in "secondary" functions. Specifically, the Core has become much less important relative to other parts of the Region as a place for retailing, wholesaling, industry, and goods distribution. Its role as a supplier of specialized housing accommodations for disadvantaged groups remains unchanged, but, at least until recently, it has become less important as a living place for moderate- and upper-income people.

The key functions on which the Core increasingly depends are business and professional services,

government, institutions, cultural and entertainment activities, and a large number of visitor-oriented and communications enterprises (See Table 16). That is, the Core has become the Region's center of decision-making activities, a center for assembly and communications, commerce in its broadest sense, activities of the mind and taste, activities promoting human welfare, and ceremonial functions carried on nowhere else in the Region.

As its newly vital functions expand and multiply, it becomes increasingly apparent that the Core's close proximity of different land uses is in many ways to be cultivated rather than deplored. The gradual redistribution of activities such as heavy manufacturing, wholesaling, and distribution to other parts of the Region has reduced the frequency of incompatibility among some land uses and at the same time increased the potential for strengthening a healthy interaction among others. Educational, medical, and cultural institutions, for example, thrive on close interaction with one another in a regionally central location. Much the same is true of businesses and professional services, shops, restaurants, theatres, and residential districts, and equally for government decision-making agencies. With the rapid progress of Urban Renewal in the Core and the forthcoming construction of the



Inner Belt, it should even be possible to find sites for appropriate types of industry, wholesaling, and goods distribution within the periphery of the Core, rather than allowing these activities to move out of the Core altogether. Thus, the very diversity of development, which at one time created an obstacle to revitalization, has made the Core a highly vital center for economic, cultural, and social interchange / the heart of the City of Ideas.

NEW DEVELOPMENT AND TRANSPORTATION PROBLEMS IN THE CORE

The physical form and functional role of the Core will be greatly influenced by land use and transportation development currently planned or nearing completion in the Core. Monumental construction projects at Prudential Center, Government Center and the Waterfront will create enormous new poles of traffic-generating development within the Core, while the Turnpike extension, proposed radial highways and bridges in the North Terminal area, other highways proposed by the Commonwealth's Department of Public Works, and the MDC's Charlesgate Overpass open up new or widen existing channels of movement into the Core. Thus, on the one hand, great new traffic generators are being added to widely separated sub-centers within the Core, and, on the other hand, improvements of traffic access to the Core are proceeding faster than the improvements of street and transit systems within the Core.

Unless higher priority is given to internal transportation improvements linking new sub-centers along the "spine" of the Core and improvements to the Regional transit network, traffic congestion and the resulting discouragement of growth potential generated by Prudential Center, Government Center, the Central Business District, and the Waterfront will undermine the Core's competitive position. Moreover, if the already overloaded transportation system running the length of the Boston peninsula is further burdened by too-early completion of new highways into the Core, the intrusion of heavy traffic and accompanying non-residential land uses into Regional Core neighborhoods would have a disastrous effect.

Construction of the Inner Belt should be a prerequisite for the approval of any additional radial highway construction, including the state-proposed Southwest Expressway. However, significant improvements to the Regional Core's internal arterial streets, parking facilities, and transit service between primary Core sub-centers should be timed for completion either before or coincidentally with the completion of the Inner Belt. If this sequence is not followed, the Inner Belt, though still helpful to the Core's development in some respects, would stimulate a dispersion of land values and activities similar to that brought about by Route 128, and potential growth would be lost to the Inner Belt fringe area and, worse, to the suburbs (see Figure III-22).



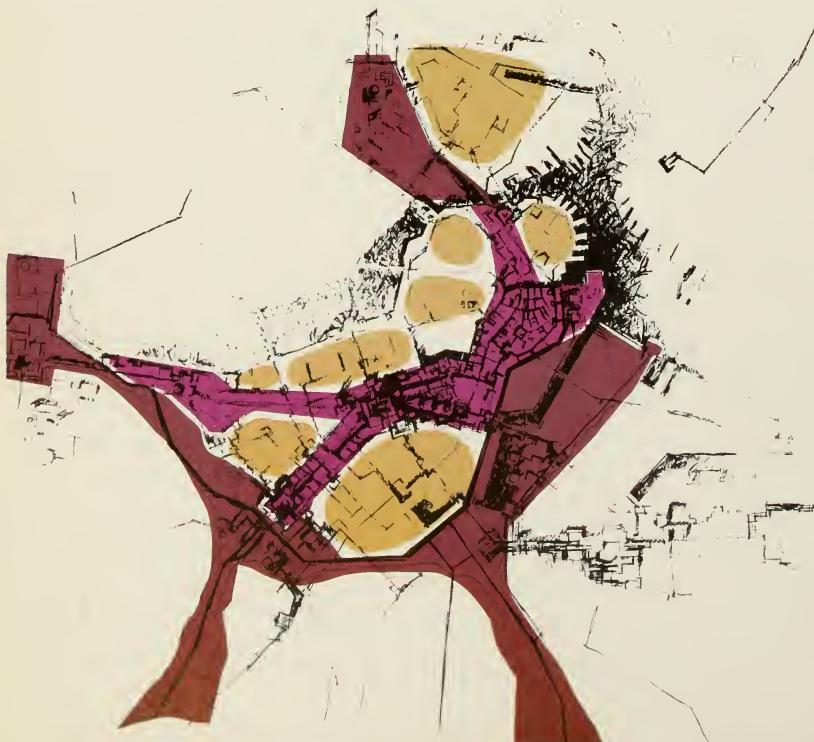
Prudential Center, two weeks before dedication on April 19, 1965. Included in this \$150 million complex, once a 31-acre railroad yard, are the 52-story Prudential Tower, with 1 million square feet of floor space; four low commercial buildings; the 29-story Sheraton Boston Hotel; the War Memorial Auditorium; two 26-story apartment buildings, now under construction; and a 3000-car underground garage.



Government Center under construction. Buildings are, from left to right: the Suffolk County Court House (not in the project area); One Center Plaza; the State Office Building (not in the project area); the John F. Kennedy Federal Office Building; and, in the foreground, the foundation of the New Boston City Hall.



Figure XI-3. Three-point strategy for the design and renewal of the Core:  Improved circulation and continuously developed land use along the Core's spine, facilitating the enlargement and reorganization of principal sub-centers containing prime new and existing Regional functions;  Completion of the Inner Belt and intensified site development along the enlarged fringes of the Core, for new and existing activities that require proximity to the Core;  Reduction of traffic and non-residential land use intrusions in Core residential neighborhoods, and strengthening of historic ties between Core neighborhoods and specialized Regional activities, to enhance the Core as a place for specialized and diversified living accommodations.



DESIGN AND RENEWAL STRATEGY FOR THE CORE

The Plan proposes a three-point strategy for the internal development of the Core: improvements along the spine of the Core; improvements along the fringes of the Core; and preservation of existing residential neighborhoods and enhancement of their ties to non-residential Core sub-centers.

IMPROVEMENTS ALONG THE INTERNAL LINEAR SPINE OF THE CORE

The potential for greater balance and diversification of activities within the Core's separate sub-centers rests in the fact that these sub-centers / North Station, the Waterfront, Government Center, Summer / Winter / Washington Streets, Park Square, Copley Square, Prudential Center, Symphony Hall, and Kenmore Square / are already linked geographically along a linear circulation system. Elaborations of the Core's circulation system would provide for faster and more pleasant travel between separate sub-centers, permitting business relationships between activity centers to be maintained over longer distances.

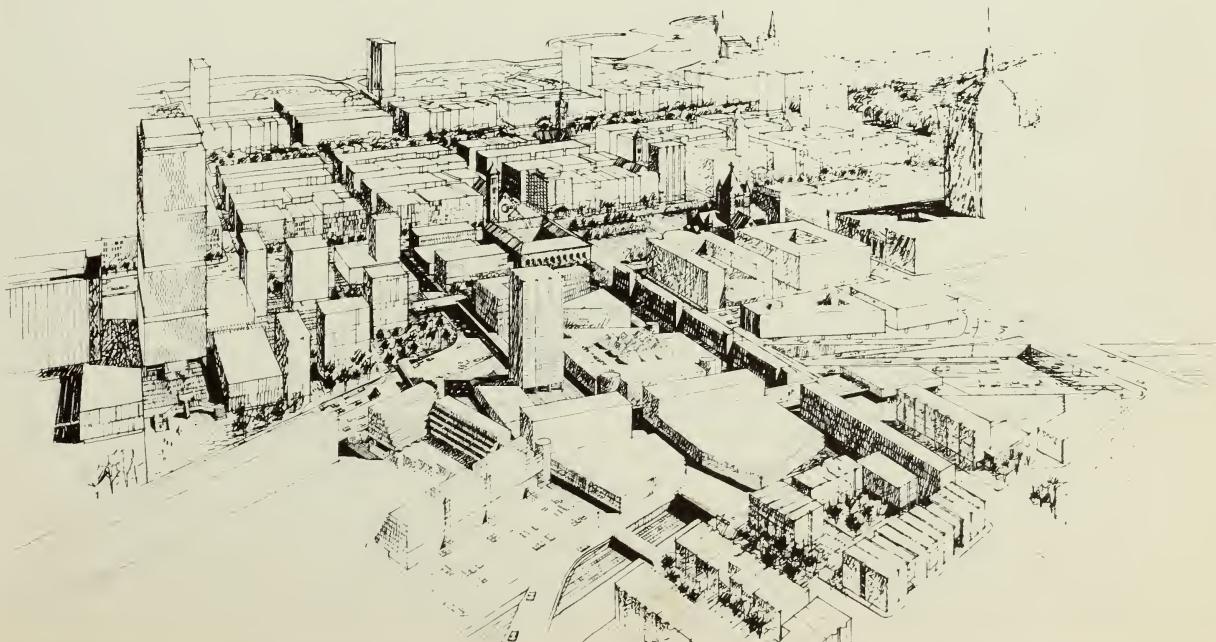
In each sub-center there could and should be greater variety of prime and supporting uses, which would improve traffic distribution and parking efficiency, and produce a better balance of night and day vitality. Mixed-use areas and buildings, as opposed to large, single-function districts, are consistent with contemporary real estate development and municipal economy as well as with the objectives of increased vitality and convenience. A good example will be the mixture of government offices and retail functions in the Government Center.

Improvement of the spinal transportation and sub-center network should also make more rational the existing dispersion of Regional Core functions. For example, the split between the Downtown and the Back Bay retail centers could be repaired so that shopping trips to the Core could benefit both centers. The spread of Boston's entertainment, cultural, restaurant and visitor facilities, already a desirable pattern in many respects, would pose no problems to those who wish to enjoy widely separated facilities in a single evening.

Figure XI-4. An expanded Core sub-center at historic Copley Square can become the focal point for commercial rehabilitation in the Back Bay area. In this perspective, Huntington Avenue has been partially closed to traffic and the Square has been opened for pedestrians between Trinity Church and the Public Library, leading into a proposed new, Blagden Street pedestrianway to Prudential Center. An appropriately large-scale, modern gateway to the South End, by way of a pedestrian bridge over Dartmouth Street, is formed by new office and other commercial buildings, parking garages, and integrated transportation terminals over the Turnpike interchange.

The most important transportation improvements along the spine of the Core should be:

- a) Connection of the proposed new rapid transit service on the New Haven Railroad right-of-way to existing service on the Downtown Washington Street line (see Chapter X. Transit Proposal B).
- b) Various Regional extensions of the rapid transit system, improved interconnections in the Core between Regional transit lines, and modernization of transit stations at various Core sub-centers. Consideration should be given to the institution of special transit service between sub-centers in the most congested parts of the Core (see Figures X-5, X-6, and X-9).
- c) Construction of the proposed limited-access South End Bypass arterial and extension to new service roads paralleling the Turnpike, beside the New Haven Railroad right-of-way, to relieve the serious threat of heavy local street congestion brought about by new highway construction, and to provide immediate accessibility to existing and potential Back Bay and Fenway non-residential uses (see Figures X-9 and X-11).
- d) Construction of large parking facilities integrated with public transportation at both ends of the Core peninsula, near the Inner Belt, at Kenmore Square, Symphony Hall, South Station and North Station, to encourage further development of the extreme ends of the spinal structure and greater use of rapid transit. Additional parking facilities should be concentrated within the linear system of prime Core functions.
- e) Improvements to existing arterial streets paralleling the linear grouping of prime Core functions, particularly to the Huntington Avenue / Stuart Street / Kneeland Street system; improvements to streets running laterally toward the Core's spine; and improvement of crosstown links between the spine and the Inner Belt or Storrow Drive in order to lighten the burden of traffic on streets running the length of the peninsula.



With the completion of these improvements, it should be only a matter of time before the Core's revitalized sub-centers expand to fill the gaps between centers like Copley Square and Symphony Hall, Prudential Center and Kenmore Square, and Park Square and Summer / Winter Streets. The development of underused or blighted land near railroad rights-of-way and of air rights over the Turnpike extension should encourage land-use diversification throughout the Core without disrupting the City's fine, historic residential neighborhoods and other existing land uses. Thus, in a manner of speaking, the Core of the New Boston can "grow up" to fit the oversized "suit of clothes" left by its decentralized historical pattern of development.

IMPROVEMENTS ALONG THE FRINGE OF THE CORE

The outer fringe of the Core, close to the Inner Belt, and away from residential, commercial, and business districts, will afford ideal sites for recreation, assembly, exhibitions, educational institutions, and particularly for light industry, wholesaling, essential Core goods distribution, and certain kinds of business. Each activity would have in common with the others a dependence on quick, convenient highway accessibility. Each would also tend to have greater space requirements than could be met closer to the center of the Core, special structural needs, and probably an inability to pay prime rents. Their primary reason for locating near the Core, however, would be a need for close communication with Core businesses, clients, and in some instances, cultural and entertainment facilities and visitors' accommodations.

Copley Square, with Trinity Church in the foreground

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Figure XI-5. Gateway to the Core's linear network of sub-centers, a revitalized Kenmore Square could, as in this sketch, contain new commercial activity stimulated by new Turnpike and Inner Belt access, parking garage construction over the Turnpike, a modernized MBTA station on Commonwealth Avenue connected with a pedestrian crossover, and traffic flow improvement through the Square.

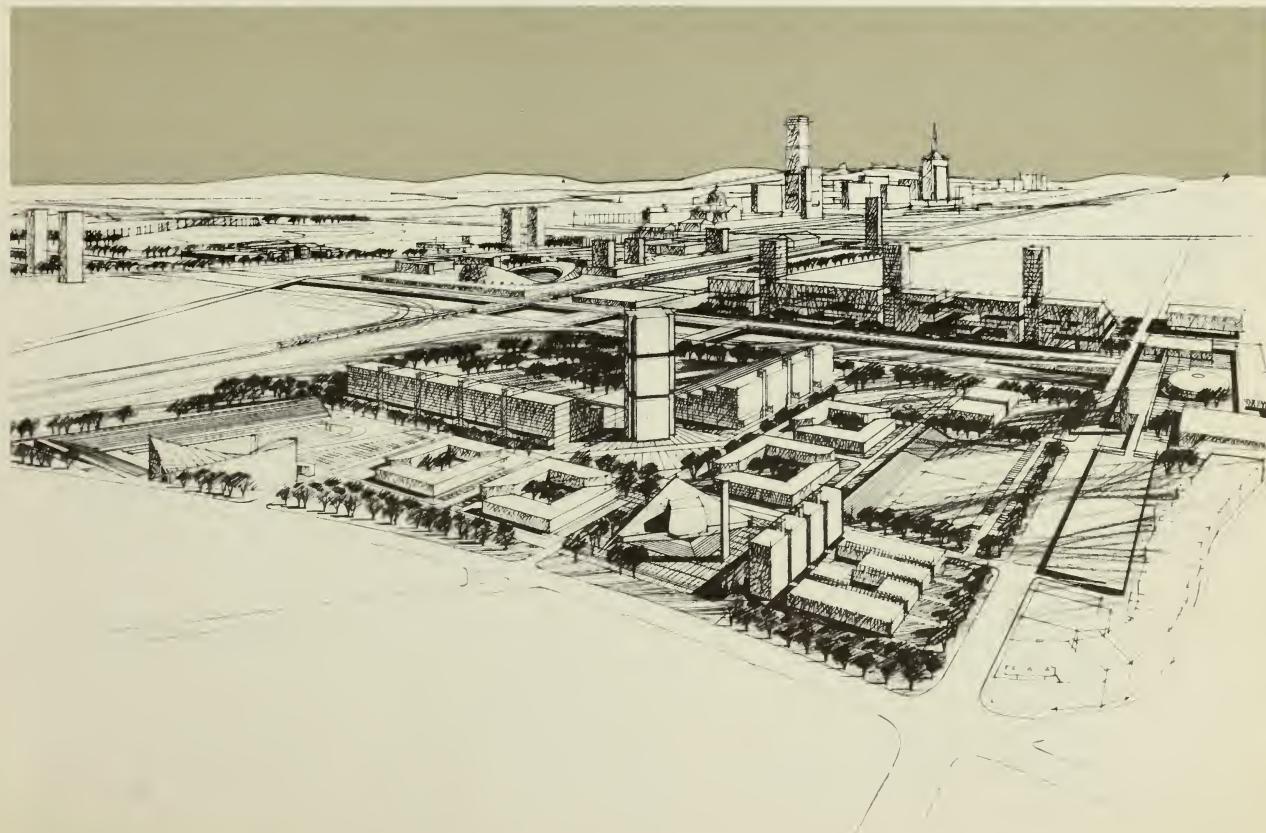


Specifically, land around the intersection of the Inner Belt and the Southwest Action Corridor in lower Roxbury could be developed for institutions and institution-oriented industrial use (Figure XI-6). More intensive, high-value commercial and industrial development could be located at air rights over Boston & Maine Railroad tracks adjacent to Charlestown.

Opportunities for high-quality, high-density fringe area development are available in the Fort Point Channel / South Station / South Bay

complex. In its present state, this area, with its offensive Fort Point Channel, extensive railroad yards, and vacant lands, promotes social isolation and economic stagnation, depresses land values, and discourages productive land uses in Downtown Boston, South Boston, and the South End. After the Fort Point Channel south of Dorchester Avenue is filled in for new development adjacent to the Southeast Expressway, the Plan proposes that the remainder of the Channel north to the Harbor inlet be left unfilled so that it can be developed for recreational uses (See Figure XI-15).

Figure XI-6. A new gateway to the Core, at the present site of Madison Park in Lower Roxbury, will have unparalleled visibility and access from the Inner Belt and also from proposed rapid transit service in the Southwest Corridor into the Downtown. Several highly significant building complexes should be located here, such as a City-wide public facility or institution, and industries tied to major existing institutions.





A very high quality of land planning and design, recreational assets, business services, and other conveniences to consumers are necessary to attract industrial and commercial enterprises capable of bringing an economic return to the City and of paying the costs of development under those circumstances. If sufficient public initiative is taken, the area should then become valuable as a site for high-tax-yield, science-based industry, modern wholesaling, or specialized exhibit facilities. Near South Station the Plan proposes the construction and integration of a new parking garage for 5,400 cars with a drive-in retail complex along lower Summer Street. Other non-industrial facilities proposed for this area include a terminal for rapid transit and commuter trains and intercity buses, a new stadium with supporting activities, and a public vocational school.

Figure XI-7. System of open spaces and pedestrianways in the Regional Core, 1975, links built-up areas not only with existing open spaces, such as the Public Garden, the Common, and the Fenway, but also with the major bodies of water / the Charles River and the Harbor / on the three sides of the peninsula.

LEGEND

Open Spaces	[Yellow Box]
Pedestrianways	[Green Box]



PRESERVATION OF EXISTING RESIDENTIAL NEIGHBORHOODS

The object of preserving the Core's residential neighborhoods is a second motive behind all of the Plans' proposals for improving the Core along its spine and at its edges. Future development should not bring about a recurrence of the too-rich mixture of land uses that characterized the Core's early development.

Nonetheless, the extent to which local neighborhoods are juxtaposed with activities of City-wide and Regional significance remains one of the Core's unique assets. For that reason, the Plan for the Regional Core places special emphasis on the importance of strengthening diverse residential areas, through the appropriate, harmonious location and scaling of new projects, the elimination of unnecessary through traffic, the improvement of local circulation between neighborhoods and sub-centers, and provision of room for expansion at their perimeters.

The last proposal has particular application to the Waterfront and the North End, and to the

southern edge of Charlestown, although the result throughout the Core should be a more perceptible physical order, increased social interaction, and a significant acceleration in residential rehabilitation. Through the disposition of high density, non-residential functions around the fringe of the Core, within the large envelope of land opened up by the Inner Belt, and the sharpened concentration of non-residential functions along the Core spine, Core residential neighborhoods should be permanently freed of industrial encirclement and the intrusion of other incompatible land uses.

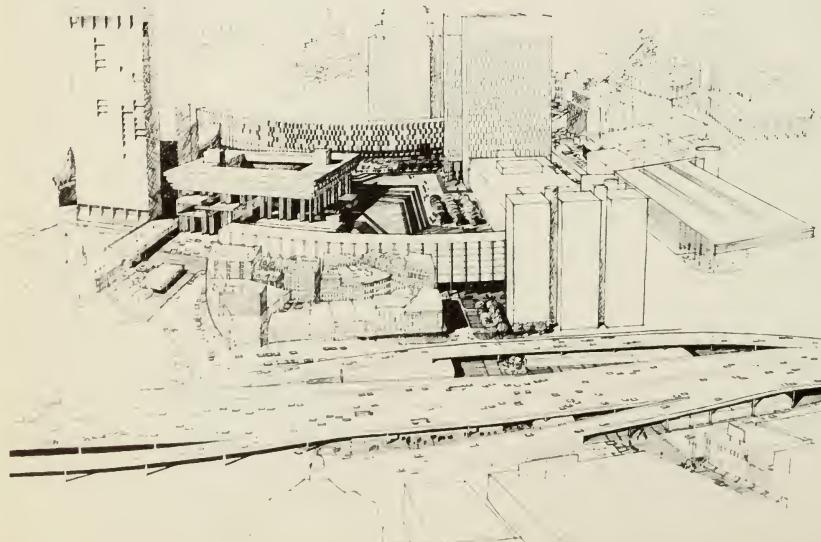
TARGETS FOR POPULATION, LAND USE CHANGE AND EMPLOYMENT IN THE CORE

Core population, which has declined at an average annual rate of over three percent since 1950 and over six percent since 1960, from 125,015 in 1960 to 85,700 in 1965, should stabilize at a higher level of approximately 113,300 by 1975 (Table 15).

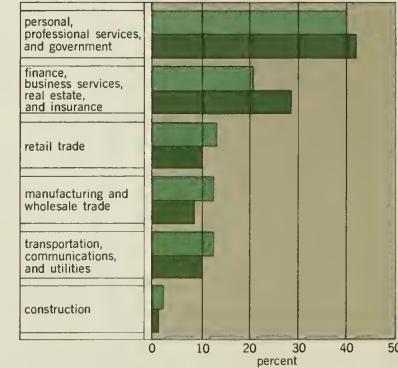
The major land use changes, shown in Table 17 and Figure XI-13 and discussed in Chapter IV, reflect the emergence of the Core as a center for the exchange of ideas and services, and as a site for industries with a variety of land use densities.

Core employment, however, should rise approximately 12.5 percent in the same period, from 280,000 to 315,000, largely owing to the opportunities for expansion in office work, retail, government services, institutions, industry, and other areas of employment discussed below (Table 16).

Figure XI-8. Historic ties between the North End and Downtown, weakened in relatively recent years by the construction of the Central Artery, can be reunited by the construction of a market plaza and a well-lighted pedestrian concourse beneath the highway interchange, which would pass through a rehabilitated Blackstone Block to the new City Hall Plaza.



Distribution of Employment in the Regional Core, by Major Activity, 1960, Estimated 1975



SOURCE: Massachusetts Department of Employment Security.
Boston Redevelopment Authority staff estimates.

KEY
1960
1975

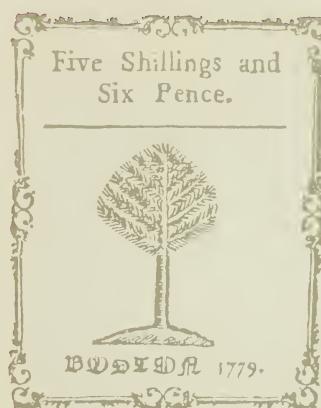


Table 15
ESTIMATED POPULATION OF REGIONAL CORE IN 1975

	POPULATION 1960 (1)	1975 (2)	PERCENT CHANGE 1960 / 75	ABSOLUTE CHANGE 1960 / 75
Downtown / Downtown No.	27,500	34,300	24.7	6,800
South End	33,700	27,100	-19.6	-6,600
Back Bay	18,300	17,800	-2.7	-500
Parker Hill / Fenway	45,500	34,100	-25.1	-11,400
Total	125,000	113,300	-9.4	-11,700

(1) Source: U. S. Census of Population: 1960 (figures have been rounded, and exclude "crews of vessels").

(2) Boston Redevelopment Authority staff estimates.

Table 16
EMPLOYMENT IN REGIONAL CORE BY MAJOR ACTIVITY 1960, ESTIMATED 1975

	1960 (1)	1975 (2)	ABSOLUTE CHANGE	PERCENT CHANGE
Personal, Professional Services and Government	110,690	132,300	21,610	19.5
Finance, Business Services,				
Real Estate, Insurance	59,260	88,200	28,940	48.8
Retail Trade	35,700	31,500	-4,200	-11.8
Manufacturing, Wholesale Trade	32,820	25,200	-7,620	-23.2
Transportation, Communications, and Utilities	33,500	31,500	-2,000	-6.0
Construction	8,030	6,300	-1,730	-21.5
TOTAL	280,000	315,000	35,000	12.5

(1) Source: Commonwealth of Massachusetts, Department of Employment Security.

(2) Source: Boston Redevelopment Authority staff estimates.



The 16-story Travelers Insurance Company Building, constructed in 1959 and enlarged in 1964, with 320,000 square feet of office space

PLAN FOR REGIONAL CORE ACTIVITIES

OFFICES

About 4.5 of the projected 7 million square feet of new office space in Downtown Boston¹ will be located in the Government Center and Waterfront project areas. Different types of office buildings may also rise in the Park Square / Stuart Street areas, Kenmore Square, and around North Station, primarily to house professional and business services. Wherever financial and land assembly conditions permit, Urban Renewal can provide office sites, but private office development will require improvements to the Core transportation system and continued confidence among private investors in the City's financial policies, which in turn will require a new financial accommodation between the City and the Commonwealth, alleviating the City's heavy dependence on the property tax.

¹ / Generally defined as the Boston Peninsula east of Charles Street. For definitions of the Regional Core, see page 121 and footnote, page 103.



Intersection of Summer, Winter, and Washington Streets, heart of the Downtown retail district.

RETAIL

A combination of factors, including improved circulation, growth of the Core's daytime population, and greater variety of Downtown retail merchandise, should elevate the Washington Street retail district to new competitive levels by 1975.

Prudential Center could have a similar effect on specialty retail trade in the Back Bay. Elsewhere, as in the vicinity of North Station, Symphony Hall, and Kenmore Square, existing retail establishments could all be joined by supporting retail and service establishments within the next decade.

One means by which the City can effectively stimulate new retail growth, in addition to providing adequate parking and circulation, is to integrate residential, office and entertainment functions with prime retail uses, and to provide amenities for pedestrians in strategic shopping areas. Thus, stores, restaurants, theatres, and other mutually supporting commercial activities can be more closely related physically, and, as a result, shopping in the City can become a vastly more comfortable, pleasant experience.

ENTERTAINMENT, ASSEMBLY, AND TRANSIENT ACCOMMODATIONS

Downtown, the Plan recommends the establishment of new specialty shops, parking facilities, restaurants, and pedestrian concourses. The Stuart / Tremont Street intersection, the Faneuil Hall / Blackstone area, and certain locations in the Fenway, all adjacent to areas scheduled for intensive development by 1975, offer especially attractive opportunities for investment of this type. Steps have already been taken to locate a 400-room motel in Government Center, and restaurants, motels, and cultural and historic additions in the Waterfront area, adjacent to offices, residences and shopping centers. Overall, the combination of the new War Memorial Auditorium and hotel at Prudential Center and a new multi-purpose stadium will greatly increase the Regional Core's convention-holding capacity.

The Union Oyster House, an oyster bar and restaurant since 1826, is located in an historic, early 18th century building where Louis Philippe taught French before becoming King of France, and a patriotic newspaper, the *Massachusetts Spy*, was published by printer Isaiah Thomas from 1771 to 1775.



Figure XI-10. Rehabilitation and the replacement of the existing fruit and produce market with a promenade, specialty shops, entertainment and cultural facilities, and restaurants would make the historic Faneuil Hall / Quincy Market area a vital and enduring link between Government Center and the Waterfront, and would provide valuable supporting activities for the adjacent State Street financial district.

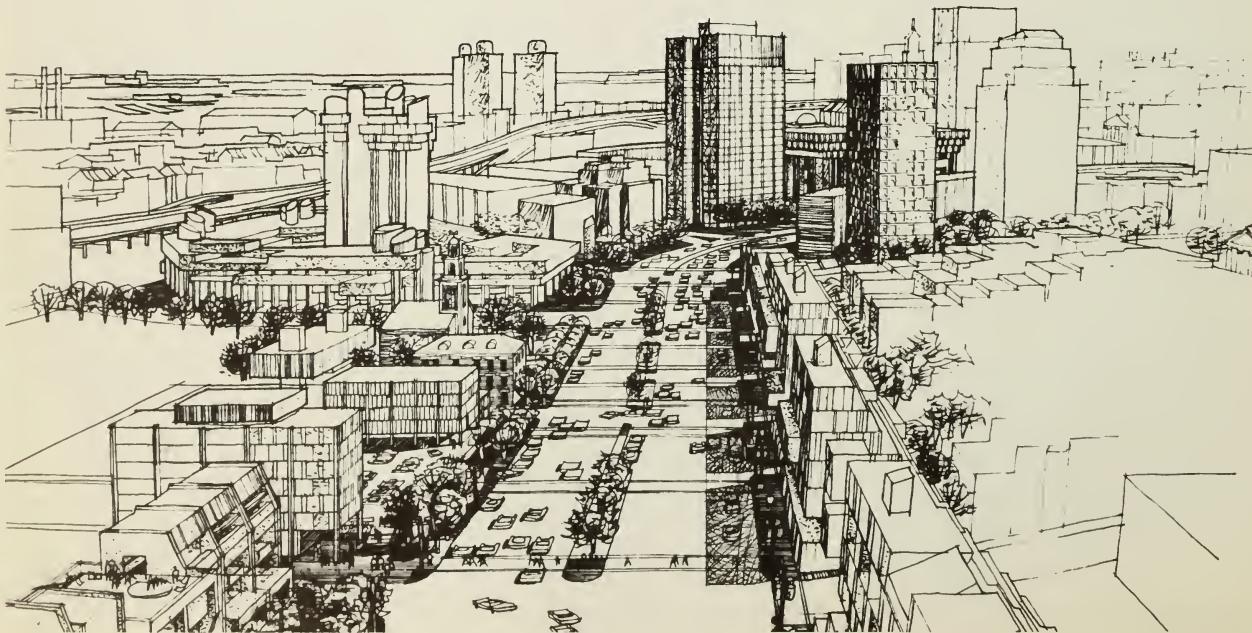
Figure XI-11. Cambridge Street, from the Charles River to City Hall, will serve not only as a border between historic Beacon Hill and the new West End, but as one of the most dramatic approaches to the heart of the City. So that it might better perform its expanded roles, Cambridge Street should accordingly be improved in ways pictured here, by the addition of a tree-lined, sunny-side pedestrian mall, new buildings of regular character along the edge of Beacon Hill, new street furnishings, and an adjusted right-of-way.

CULTURAL ACTIVITIES, OPEN SPACES AND INSTITUTIONS

The Tremont / Stuart Street entertainment complex Downtown holds good potential for the addition of a new legitimate theatre and performing arts facilities, and the construction of a plaza which would serve as a focal point for cultural functions (Figure XI-12). The Plan proposes the construction of another plaza at Symphony Hall to make this venerable institution as prominent visually as it is culturally. The Massachusetts Avenue performing arts sub-center should be augmented by an additional legitimate theatre, by new, smaller performing arts quarters, new and rehabilitated commercial establishments, and perhaps by new art galleries.

Because open spaces tend to lose their vitality as the City and its neighborhoods change, a special effort has been made to integrate public open spaces with surrounding neighborhoods in plans for the Waterfront and South Bay / Fort Point Channel areas. Similarly, open spaces and pedestrianways in the South End, South Cove, North End, and other densely built-up Core neighborhoods should be integrated with local patterns of movement, in such a way as to minimize the risk of isolation and provide pleasant ties between the Core and sub-centers. Residential and institutional projects abutting the Fens, the Public Garden and the Common, and the Storrow Embankment should illustrate how the positive influence of open space design and location can extend well into surrounding areas. The extension of Charles River frontage open spaces, made possible by the new Warren Avenue Dam, and the Back Bay Fens should be the object of special attempts, through landscaping and other design improvements, to make fuller use of the City's numerous recreational assets.

Expansion among educational and medical institutions generally ought to be limited to the Fenway, the South Cove, the South End, and sections of Lower Roxbury and Charlestown adjacent to the Inner Belt (see Chapter VIII).



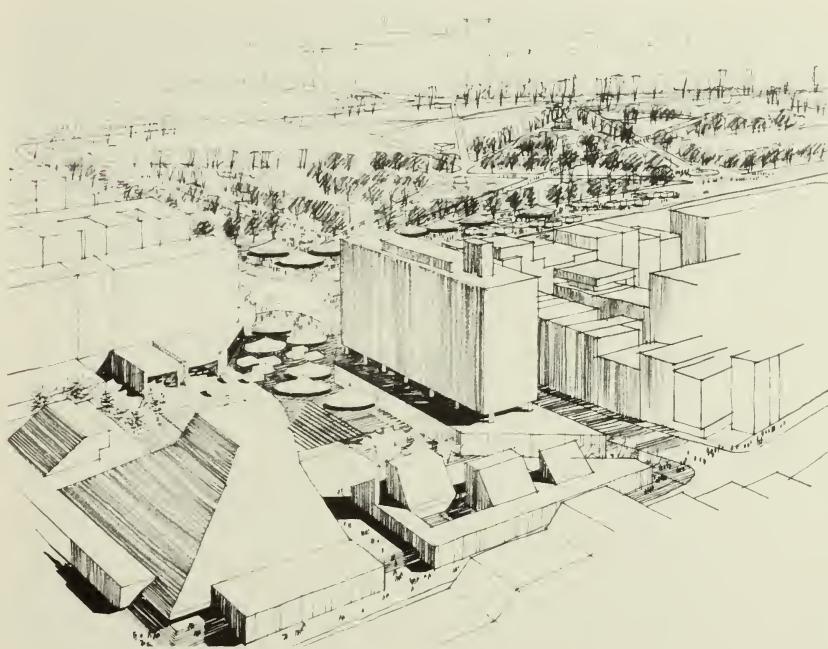


Table 17

PROPOSED LAND USE ACREAGES CHANGES IN THE REGIONAL CORE, 1960 / 1975 (1)

TYPE OF USE	1960	PERCENT DISTRIB.	1975	PERCENT DISTRIB.	1960 / 1975 PERCENT NET CHANGE
Residential	1,070	38.9	970	35.3	-9.3
Commercial	400	14.5	690	25.1	72.5
Industrial (2)	310	11.4	160	5.8	-48.4
Institutional (3)	400	14.5	550	20.0	37.5
Open Space	300	10.9	380	13.8	26.7
Vacant	270	9.8	—	—	-100.0
Streets & Highways (4)	(4)	—	(4)	—	—
TOTAL	2,750	100.0	2,750 (5)	100.0	

(1) Estimates apply to the definition of the Regional Core given on page 121, which includes the South End, Parker Hill / Fenway, Back Bay, Downtown, and Downtown North GNRPs.

(2) Includes railroads and U. S. Naval installations.

(3) Includes public schools and playgrounds.

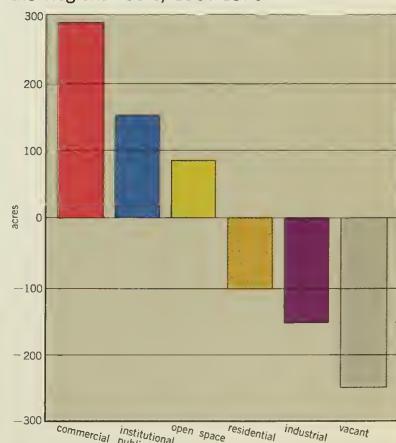
(4) Street and highway acreage is included in the preceding gross acreage estimates. The City Planning Board estimated that in 1960 there were 960 acres of streets and highways in the Regional Core and 4,840 acres outside the Core, a City-wide total of 5,800 acres.

(5) Does not include acreage that may be created by offshore filling.

Source: Boston Redevelopment Authority staff estimates.

Figure XI-12. The presently weak "hinge block" between the Downtown retail and Park Square areas is potentially an important focal point for culture. Depicted here, in a view from lower Washington Street toward the Common, are a combination of restaurants, a hotel, and other commercial services with new theatres, adjacent to the Tremont Street entertainment complex and two Central subway / transit stations. Linking the center to related activities in the Common, including possibly the Boston Arts Festivals, is a plaza for pedestrians and an outdoor theatre.

Proposed Land Use Acreage Changes in the Regional Core, 1960-1975



SOURCE: Boston Redevelopment Authority staff estimates.



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Erich Leinsdorf conducts the Boston Symphony Orchestra at Symphony Hall



Figure XI-14 Distinct Functional Areas in the Regional Core, 1975.

LEGEND

- Residential
- Commercial
- Institutional / Public
- Industrial
- Open Space



HOUSING

The Plan proposes that approximately 17,000 housing units be constructed in the Regional Core between 1960 and 1975:

AREA	UNITS
Downtown North	3,100
West End	2,400
Downtown	1,975
South End	2,100
Castle Square	600
Back Bay	1,500
Parker Hill / Fenway	5,000
Total	16,675

Approximately 19,000 units should be rehabilitated in the Core by 1975, mostly for moderate-income families in the South End and Downtown North. There is a market for about 1,000 rehabilitated upper-income units in the North and South End, and Back Bay.

Potential industrial acreage along the Fort Point Channel north, left vacant or underused by the declining port economy



Included in the new construction figure for Downtown North will be some 2,400 high-rise and town house units in the West End, already programmed or under construction, which, by providing housing for upper- and middle-income families at a highly central location, will provide badly-needed diversification of housing opportunities in the Regional Core and lend considerable support to Downtown development programs dependent upon the maintenance of residential functions in the Core.

South Cove housing will be built for families of all sizes, while several hundred upper-income, high-rise apartment units fronting on the Common and Public Garden will serve primarily small families. South End, Parker Hill, and Mission Hill housing will serve moderate-income families at low and medium densities. High-rise, high-density housing, permissible under the City's new zoning ordinance, will be built on selected sites on the river side of Beacon Street in the Back Bay. Air rights and adjacent frontage on the Charlestown Turnpike interchange should also be a suitable site for high-rise housing.

Charles River Park, a 2400-unit private housing development for moderate- and upper-income families in the West End. Ten apartment towers in all are planned, with some additional low-rise units, a shopping center, and approximately five, 600-car underground garages.



INDUSTRY

Most new industrial development is proposed for the eastern and southern margins of the Regional Core, except for some sites in Castle Square and the South End.

AREA	ACRES	PURPOSE
South Boston		
Reserved Channel (E Street)	60	Food processing and wholesaling
Fort Point Channel North	60	Research; light industry
Fort Point Channel / South Bay	100	Food wholesaling; manufacturing; light industry
Charlestown		
Mystic Wharf	52	General waterfront industrial; light industrial



Townhouses, 120 to 130 years old, on Louisburg Square, Beacon Hill

Worcester Square, one of the many well-designed, older sections of the South End that are especially suitable for rehabilitation



Figure XI-15. Reclamation of the Fort Point Channel / South Bay Area. Like the mud flats of Back Bay over a century ago, the Fort Point Channel / South Bay "broken seam" area presents a uniquely challenging opportunity for bold new development and grandeur of design. By 1975, at the present site of the South Bay and Roxbury Canal, it could be the site of sports and exhibition facilities, water-related recreation, a new Boston Trade School, and other public facilities conducive to varied industrial and research growth, extending all the way from the intersection of Dorchester Avenue and the Southeast Expressway up either side of the Channel to the harbor.

Fort Point Channel / South Bay area, 1965

Fort Point Channel / South Bay area, 1975



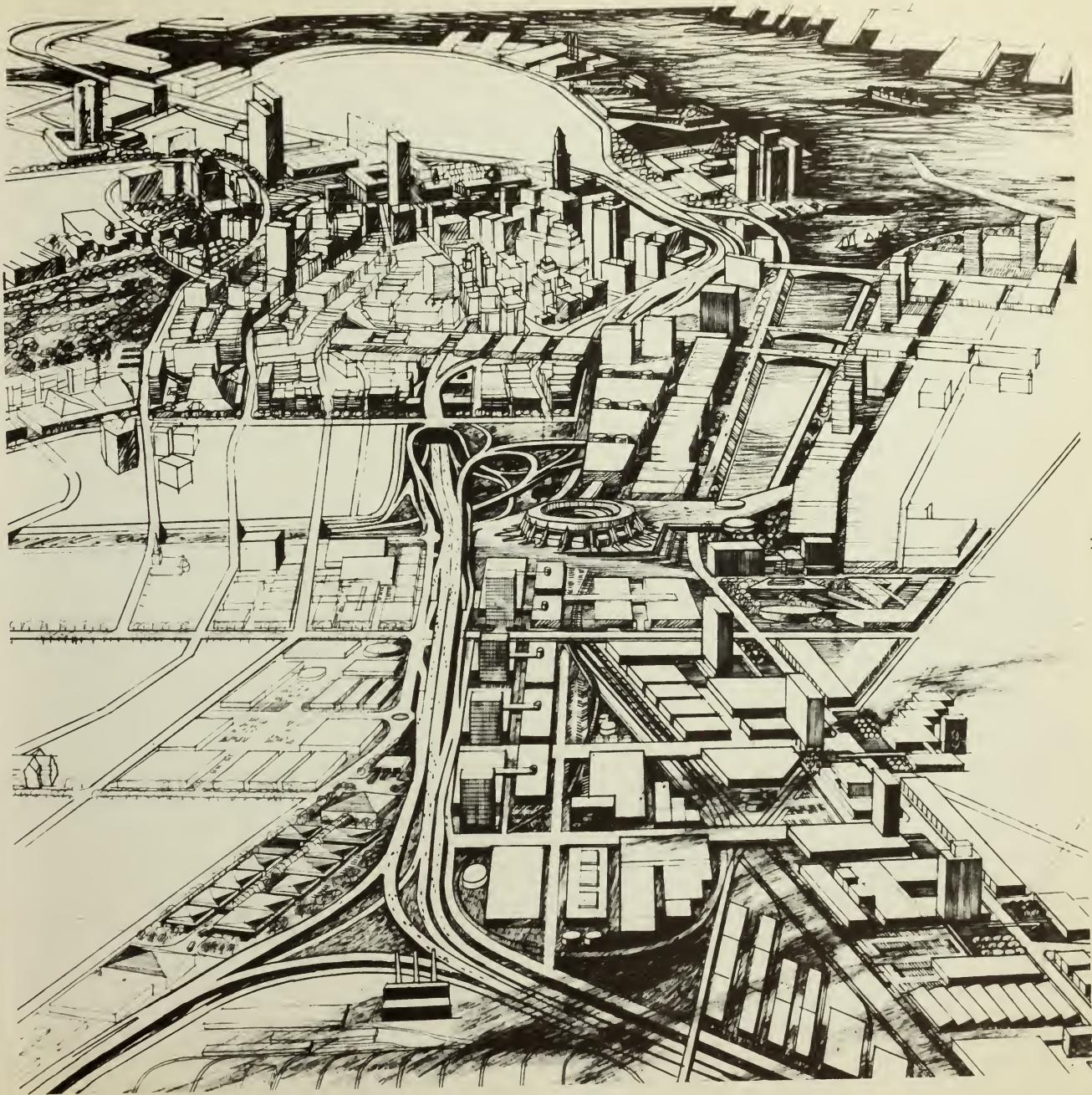
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Back Bay in the mid-19th century

Back Bay (Commonwealth Avenue) today





A WORLD'S FREEDOM FAIR FOR BOSTON IN 1975

The year 1975 should mark the substantial completion of the Development Program and the commemoration of two centuries of Boston's leadership in American independence. An appropriately dramatic way to celebrate these historic events would be to hold a World's Freedom Fair in Boston in 1975 whose purpose would be to educate the peoples of the world on the values of individual and national freedom and the need for universal peace.

NEW CONCEPTUAL CRITERIA FOR SITE LOCATION

Technological advances in transportation and Boston's special topographical assets should, by 1975, give the Regional Core preference over outlying areas as a site for the Fair. Instead of placing all the events and exhibits of the Fair on a single, large site on the outskirts of the City, surrounded by parking lots, the Plan proposes that they be broken up into a cluster of zones in the Regional Core, linked together by the latest modes of transportation. The historic aspect of the Fair would then be enhanced by the nearness of the Core's many historic features, while attractive new cable cars and perhaps hydrofoil water craft accentuated its futuristic aspect. Close to key services and amenities in the Core, the Fair would bring permanent development values to the City as a whole and help considerably to bring about the economic revitalization of the Core.

Since it will not be possible to locate facilities for admission to the Fair at a single site, it will be necessary / and very likely preferable / to equip each zone of exhibits with its own admission booths. By thus giving visitors to the Fair a choice as to which zone they will pay to see, rather than requiring a single payment for admission to the whole Fair, the average stay of visitors both to the Fair and to the City will be prolonged.

The World's Fair "cluster zone" concept is a natural outgrowth of the City's topography. Most of the recommended sites are on or near sheltered parts of the harbor frontage within the City; easily accessible from the airport and the South Station railroad, bus and parking terminal. There are other, equally important advantages to this approach:

- a) The dispersion of Fair zones near the Core would minimize traffic and parking problems resulting from heavy attendance at the Fair, while stimulating technological improvements in the Core's transportation system;
- b) Dispersion would spread permanent benefits of Renewal during and after the Fair to many Core fringe areas in need of such a stimulus;
- c) Location in the central area would tend to attract participation in the Fair by greater numbers of public agencies and private groups, including the Core's many educational institutions;
- d) Integration of Fair zones with existing assets of the Core would make the Core more visible and accessible, and would generate support for Core activities that produce permanent, added vitality;
- e) Sites along the harborfront would increase tourist traffic from both in and outside the Region to the Cape, the Harbor Islands, Plymouth, and other Regional visitor areas.

RECOMMENDED SITES

The following recommended sites are not listed in order of preference. Generally, they satisfy these requirements:

- a) location in the central area of the Region;
- b) 50 to 350 acres in size;
- c) capability of productive reuse after the Fair;
- d) need as well as potential for high-value development; and
- e) convenience to rapid transit and water assets, and to the Core's main attractions and services.



ONE OF THE VIEWS FROM THE BOSTON HARBOUR DRAWING BY CHARLES DOWD 1770

LOCATION	ACREAGE	POTENTIAL REUSE
1 / B & M Yards (outside Charlestown)	150 / 200	Permanent Fair buildings; university complex; recreation along the Charles
2 / East Boston Piers	70 (minimum)	High-rise residential; shipping, manufacturing, and light goods distribution related to port and airport function; recreational (small boat) activities
3 / South Bay/ South Boston	150	Industrial park complex next to Downtown Boston; continued recreational / commercial Fair activity
4 / Roxbury, abutting the Southwest Expressway and Inner Belt	60 / 70 (including air rights)	Research industry
5 / Dorchester Bay / Columbia Point	150	Residential; institutional; recreational (boating)

Four additional sites for special Fair functions and appropriate reuses include:

- a) Boston Common and Public Garden, for an expanded Arts Festival;
- b) Long Island, with about 200 acres, for recreational and residential reuse after relocation of the Chronic Disease Hospital;
- c) Spectacle Island, with about 70 acres, for recreational reuse;
- d) Charlesbank, for outdoor music events at the band shell.

If future planning studies indicate that the "cluster zone" concept is unfeasible, consideration should be given to an alternative plan for locating the main facilities of the Fair at Columbia Point, where 150 acres, including potential harbor fill, might be made available. Additional facilities could then be located on the Harbor Islands.



LEGEND
Sites For World's Fair Development
 Primary Sites (Permanent or Partially Permanent Fair Development)
 Secondary Sites (Existing Open Spaces, For Temporary Fair Development)

Major Supporting Facilities (Museums, Libraries, Etc.)
Public Water Transportation
Public Land Transportation*
Freedom Trail

* Modes and routes chosen for maximum, permanent improvement of existing Regional Core transit services.



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Figure XI-17. Bird's eye view of the
Regional Core in 1975.

CHAPTER XII
ACHIEVING THE PLAN

The Plan's primary reliance on Urban Renewal for the achievement of its goals in a remarkably short period of time represents a new departure in comprehensive planning. It is largely because of the legal, financial, and administrative assistance of the Renewal process that the City of Boston can expect to be able to finance public improvements capable of stimulating some \$2 billion in private investment, or nearly two-thirds of the \$3.6 billion total cost of the 1960/1975 Development Program.

An important means of preserving the confidence of private investors in the City's future is the Development Program's established policy of "planning with people." New approaches to the Urban Renewal process should include: the extension of the Redevelopment Authority's policy of design review, which is already applied in Renewal project areas, to cover new construction outside Renewal areas as well; the creation of an Office of City Architect, to ensure high standards of economy and design in the execution of the City's Capital Improvements Program; and new zoning flexibility in areas covered by planning and design review, and other code revisions. Overlapping planning and other public agency functions in the metropolitan area should be coordinated and consolidated through appropriate legislation. Finally, a federally-assisted Community Renewal Program should be undertaken by the City to refine the tools and sequences of action now being used to carry out the Development Program.



Figure XII-1. The proposed 40-story office building on parcel 8 in Government Center sets a leading precedent for the encouragement of private initiative through Urban Renewal, and should bring added vitality to Boston's famed financial district.

CHAPTER XII 145 ACHIEVING THE PLAN

URBAN RENEWAL IN BOSTON: A MEANS OF ACHIEVING THE PLAN

Long-range comprehensive plans customarily propose extensive changes in land use involving considerable public and private investment, but seldom are they specific on the means by which such changes are to be carried out. Heavy reliance is usually placed on zoning, code enforcement, and public promotion, which work slowly and not always toward the intended effect. With the advent of Urban Renewal, an invaluable tool has been created with which to achieve comprehensive plans. As experience with Urban Renewal is gained across the country, it seems likely that Urban Renewal project planning and long-range comprehensive planning will become more and more closely integrated. Boston, the only major city to have its planning and renewal functions combined in one agency, is uniquely qualified to provide national leadership and experience in this integrated approach.

Even such a broad-gauged approach as Urban Renewal, however, cannot alone provide assurance that a comprehensive plan will be carried out. The most important fact about land development throughout the nation, as well as in Boston, is that most land is privately owned and most of the important decisions about its development are privately made. This system of private ownership and development of land has unquestionably been responsible for much of the nation's striking economic progress.

But it is equally apparent that with the deterioration of urban centers during the last two decades, brought about in large part by the continuing migration of families, factories, and shopping centers to undeveloped outlying areas, there can be no continuing assurance that the best interests of the City, as a political, social, and corporate entity, will receive sufficient consideration in private decisions about privately-held property. An essential purpose of Urban Renewal in Boston is to provide the incentive to

public and private enterprises both to develop and to maintain land at its highest and best use. In brief, the object is to restore confidence in the City as a whole and in the future stability and well-being of its separate parts.

The customarily protracted time span for carrying out comprehensive plans tends to encourage sweeping proposals without encouraging the development of means for their achievement. Implicit in the choice of 1975 as the target date for Boston's General Plan is the conviction that the period of achievement for this Plan should not be extended too far beyond the foreseeable future if it is effectively to require the year-by-year decisions necessary for the Plan's achievement. Moreover, the designation of large, contiguous sections of the City as Renewal and Improvement areas, and the integration of the Capital Improvements and Urban Renewal programs, are intended to give Boston's expenditures maximum leverage in requisitioning federal funds and securing private investment.

FINANCIAL REQUIREMENTS OF THE PLAN

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Funds from federal, state, and local government agencies and from private investors will be needed in the coming decade to achieve the Plan. The City particularly requires the integration of Urban Renewal financing with local public expenditures for a broad range of Renewal purposes.

CITY OF BOSTON

The financial requirements for facilities that will be owned and operated by the City are outlined in the Boston Redevelopment Authority's report, *Renewing Boston's Municipal Facilities: Capital Improvements Program 1963 / 1975* (see Table 11). The total cost of \$287 million for the program is to be shared in the following manner:

	Millions
Federal Grants	\$ 23
State Grants	109
City of Boston:	155
Self-sustaining service (sewer, water, parking)	\$57
Sale of City Property and Library Trust Funds	\$11
Tax Revenues	\$87
Total	<u>\$287</u>

Federal grants will cover part of the cost for hospital and welfare construction, as well as for facilities such as parks and playgrounds built with Urban Renewal funds. The Commonwealth's share includes part of the cost for school and

central library construction, and renewal projects:

COMMONWEALTH OF MASSACHUSETTS

Besides \$109 million for facilities constructed and maintained by the City, state funds will be required for various state-owned facilities inside the City of Boston.

	Millions
10% Share of Costs for interstate highways system	\$17.4
Community Colleges	20
State buildings (Government Center)	60
Total	97.4

Facilities will also be constructed and maintained by several administrative authorities and commissions of the Commonwealth, including the Massachusetts Bay Transportation Authority, the Stadium Authority, and the Massachusetts Port Authority. Funds for some of these programs should come in part from federal grants.

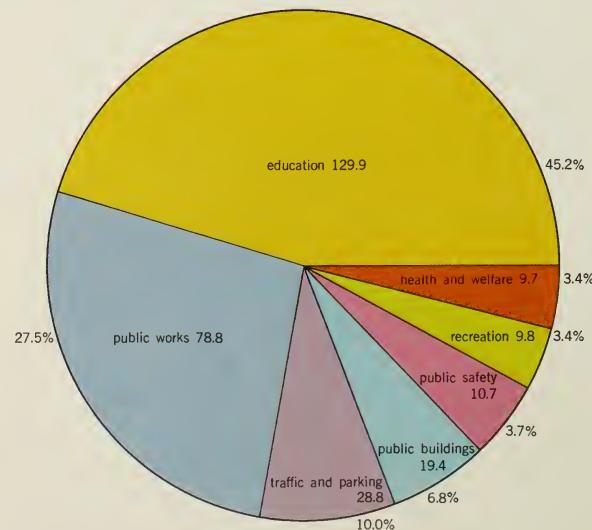
FEDERAL

Substantial federal aid will be required over and above the \$23 million expected to aid in the financing of the Capital Improvements Program and \$248 million in proposed renewal project grants.

	Millions
Renewal Project Grants	\$248
Interstate Highways	157
Post Office Facilities	50
Total	455

It should be added that the availability of federal funds when required is essential to the renewal of older urban areas throughout the nation, as well as in Boston; insufficient federal funds would slow down the processing of Renewal project applications for federal financing at a time when applications are multiplying rapidly, reduce the number of projects ultimately eligible for federal financing, and thereby jeopardize the entire Urban Renewal program.

Estimated Distribution of Capital Improvements Program Expenditures, by Type of Facility, 1963-1975*



*In millions of dollars (total \$287.1).

SOURCE: Boston Redevelopment Authority, "Renewing Boston's Municipal Facilities: Capital Improvements Program, 1963-1975," (Boston, May, 1963).

PRIVATE INVESTMENT

Ultimately, the achievement of the Plan depends on the contribution of private investors. Nearly two-thirds of the estimated \$3.6 billion total cost of the Development Program must be paid by private groups and individuals whose primary motivation will be confidence in the City's future. Given a favorable investment climate, new residential construction will amount to \$502 million between 1960 and 1975, office and retail construction \$956 million, industrial construction \$42 million, and institutional construction \$508 million (Table 18). It is possible that these targets, far from being unreasonable, will prove too modest if the present high rate of private investment accelerates in response to the execution, later in the decade, of major Renewal and transportation projects.

Table 18
TOTAL ESTIMATED CONSTRUCTION EXPENDITURES, CITY OF BOSTON, 1960 / 1975

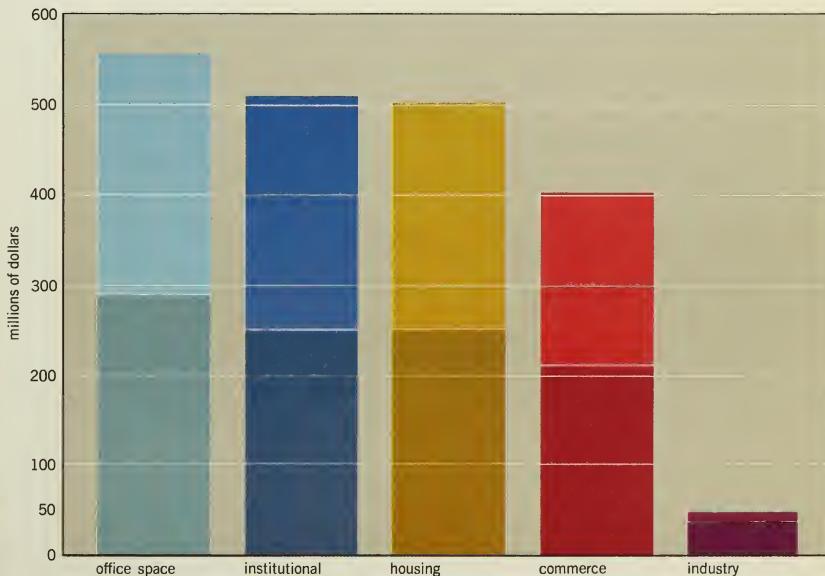
PRIVATE CONSTRUCTION

	17 URBAN RENEWAL PROJECTS (1)	UNRELATED TO RENEWAL	TOTAL
Housing	\$ 253,600,000	\$248,600,000	\$ 502,200,000
Commerce	213,600,000	188,200,000	401,800,000
Industry	36,600,000	5,800,000	42,400,000
Office Space	293,000,000	262,000,000	555,000,000
Institutional	253,200,000	255,400,000	508,600,000
Total Private Construction Cost	\$1,050,000,000	\$960,000,000	\$2,010,000,000
PUBLIC CONSTRUCTION			\$1,590,000,000
TOTAL PUBLIC AND PRIVATE CONSTRUCTION EXPENDITURES 1960 / 1975			\$3,600,000,000

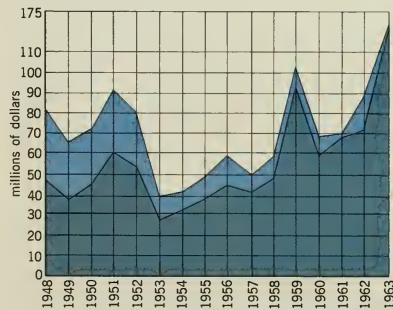
(1) Including non-federally assisted projects

Source: Boston Redevelopment Authority staff estimates

Estimated Private Construction Expenditures, by Type of Facility, City of Boston, 1960-1975



Construction Activity Measured in Current and Constant Dollars, City of Boston, 1948-1963



SOURCE: City Building Department.
Boston Redevelopment Authority staff estimates.

KEY
Current Dollars
Constant Dollars
(1963 = 100)

*Total estimated private and public construction expenditures for 1960-1975 is \$3.6 billion.

KEY
Within Renewal Projects
Outside Renewal Projects

NEW AND EXISTING APPROACHES TO URBAN RENEWAL PLANNING WITH PEOPLE

"Planning with people" in Boston may be described as a "partnership for progress", because Urban Renewal project planning and execution is a team effort between the Redevelopment Authority and the residents and property owners in project areas. The firm policy of the Redevelopment Authority is that it will not implement Urban Renewal project plans without first seeking the views and winning the support of locally responsible groups.

Planning with people bridges the gap between city planners and city dwellers through the self-help and cooperation of over 100 citizens community improvement groups throughout the City. Some of the most effective planning with people has taken place in the Washington Park Urban Renewal project area, where the Citizens Urban Renewal Action Committee of Washington Park (CURAC) and other groups have worked hand in hand with the Redevelopment Authority to rehabilitate one of the City's most badly deteriorated areas. Similar work in Charlestown and the South End has also been highly effective.

A dramatic illustration of another type of community effort is the substantial contribution of the Greater Boston Chamber of Commerce to the execution of the Waterfront Renewal Plan. The Committee for the Central Business District, Inc., shares with the Redevelopment Authority the responsibility for planning and financing the renewal of the Central Business District. The Citizens Advisory Committee has contributed a great deal to Boston's renewal, and most of the major institutions in Boston have acquired planning staffs to coordinate their expansion with the development of surrounding neighborhoods. Planning with people in Boston's neighborhoods has proved effective in



Neighborhood meeting on Urban Renewal



Rehabilitation assistance in Charlestown



Rehabilitation assistance in Roxbury

securing local neighborhood commitments to the extension of Urban Renewal. Inasmuch as work to date has consisted of the preparation of Urban Renewal plans, further steps must be taken to enlist the support of neighborhood groups in carrying out rehabilitation and actual reconstruction.

DESIGN REVIEW AND COORDINATION

The process of Capital Design, a companion of the process of capital budgeting, requires far more than a routine exercise of the municipal design review function in Boston. At stake is the potentially positive impact of millions of dollars of public and private construction not only on the appearance of the City but also on its efficiency and economy.

The superior quality of architectural design and location of buildings in Government Center, now under construction, is the direct result of the Redevelopment Authority's policy of design review over new construction in the project area. Nearby, the Beacon Hill Historic District should prove equally effective in preserving high architectural standards in one of Boston's oldest and finest residential neighborhoods. It is to be hoped, therefore, that there will be increasing understanding of the need for the exercise of design review throughout the City, either through the extension outside Renewal areas of the Redevelopment Authority's existing policy of

review over building and site design in Renewal areas, or through the voluntary cooperation of individual developers.

By the first means, official sanctions in support of the principles of Capital Design could be brought to bear on the design, location, and timing of new public facility construction, including public buildings, streets, and open spaces. Plans and specifications for new private building construction, outside as well as inside Renewal project areas, impossible under present law, would also be held to high standards of architectural design. Particularly helpful to private homeowners would be the provision by the City of rehabilitation design services and sponsorship of rehabilitation demonstration projects. Numerous planned and existing programs for the design and development of prototype low cost housing, recreational facilities, and street furniture, for example, would benefit.

CAPITAL IMPROVEMENTS EXECUTION AND DESIGN

The need cannot be overstressed in Boston for continuous programming of effective public services and for well-organized administrative procedures for the construction of public facilities budgeted in the 1963/1975 Capital Improvements Program. To insure that the need is met, the Plan has proposed the implementation of the Capital Design process and the Capital Web through coordinated physical planning and programming

by the Redevelopment Authority. High standards for economy and design in public construction, however, are no less important, if public construction is to have the desired effect on the design of the City as a whole, and for this reason the Plan also strongly recommends the creation of an Office of City Architect.

ZONING AND OTHER CODES

Zoning and other code enforcement programs are essential to the elimination of blight, both in and outside of Renewal areas, and to the effective use of advanced building and site planning techniques. Building and mechanical codes have been under study for a considerable period of time by committees appointed by the Mayor, and the progress of these studies should be reviewed.

Now that Boston's new Zoning Code has been in effect since January, 1965, consideration should be given to its further updating with respect to Urban Renewal projects, recent transportation changes, and objectives set forth in this Plan. It would be desirable, in particular, to add provisions to the Code for flexible controls over construction in planned districts, subject to additional public approval and design review.

METROPOLITAN COORDINATION AND LEGISLATION

Planning and development jurisdictions within the City overlap considerably in a number of fields, including parks and recreation, sewerage and water supply, hospitals and other health facilities, and prisons. In the field of transportation, seven separate agencies recently shared responsibilities for planning, operations, and development, until the enactment of the Massachusetts Bay Transportation Act of 1964 brought about their effective consolidation. In many similar cases, the creation of metropolitan area administrative agencies, like the Metropolitan Area Planning Council, would solve the main problems involved, but it would still be necessary in several others to deal with the City's serious financial limitations. Here, the most direct approach would be simply to relieve the City of financial obligations it is no longer able to fulfill. This was a recommendation of the Capital Improvements Program. Certain other less direct but equally effective steps could also be taken: 1 / Consideration should be given to legislation which would provide for review and reporting procedures on long-range plans and construction projects of any non-City agency active within the City limits, supplementing provisions of the new Zoning Code requiring conformance to local



Design Review in Government Center:
One Center Plaza, a 900-foot-long,
\$20 million private office building with
200,000 square feet of office space

zoning regulations. The Boston City Planning Board made such a recommendation nearly fifteen years ago, in its General Plan for Boston, Preliminary Report, 1951.

2 / While the City continues to support the new Metropolitan Area Planning Council, the Massachusetts Bay Transportation Authority, and other recently created metropolitan area planning and administrative bodies, there is need for still more effective consolidation of government functions and lawmaking procedures which would bind agencies to a coordinated planning process. Primary areas of metropolitan administrative concern include public transportation, major highways and arterial streets, main water and sewerage distribution systems, rivers and streams, specialized Regional recreation, and metropolitan ports and airports. 3 / Study should be given to the passage of legislation which would unify the ownership of development rights for all railroad rights-of-way in the metropolitan area, primarily for eventual use by public transportation but possibly also for other vital uses.

1150 A COMMUNITY RENEWAL PROGRAM

The tools of the General Plan in Boston, however effective they may be in comparison with tools of other general plans, are not perfect. Moreover, from the considerable feedback of information that results from the Plan's ties with the Urban Renewal and Capital Improvements Programs a schedule of varying priorities must be established between key objectives and between different parts of the City. Now that Boston has a City-wide development program in progress and has produced a long-range framework of goals through the General Plan, there is an adequate foundation of new tools and priorities for Boston's development from which logically to proceed. Boston should now make application for a federally-assisted Community Renewal Program, to refine the tools and sequences of action now being used to carry out the Development Program.

By standards established by the Federal Housing and Home Finance Agency, the action orientation of the CRP is of paramount importance. It should relate the general planning process to a staged program of Urban Renewal action. It is one of the most important of many techniques that may be utilized in the process of carrying out the General Plan, and it can provide the means of attaining general planning objectives on a scale not otherwise possible. Some of the areas with which the CRP might be concerned are: economic change; the Port; jobs and human resources;

new and rehabilitated housing; neighborhood change; recreation; health and related facilities; municipal housekeeping; parking; street sufficiency; utilities; historical conservation; surveys; and financing.

LET US BEGIN

If the recommendations of the Plan are carried out by the public agencies concerned; if the Commonwealth provides the financial assistance necessary to enable the City to provide municipal services at a satisfactory, competitive level; if private enterprise will match its professions of confidence in the City with cash investment; then the Boston of 1975 will be a city so vital, so handsome, so well ordered, and so reminiscent of

its proud, historic past, that it will be a challenge to the nation of what the people and the government of a great city can do when they have the energy, the integrity, the imagination, and, above all, the determination to work together toward a common civic goal.

There is already ample evidence that Boston believes in itself and accepts the idea that the New Boston can come to be. It is then not so much a dedication to broad, long-range objectives that will be needed in the days, months, and years ahead, but forward-looking, confidence-building individual decisions, often privately made, to achieve steady, orderly, year-by-year progress toward a magnificent New Boston, in which the older Boston is still very much at home.







REGIONAL

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1960/1975

Table A-1
1960 FAMILY INCOME FOR BOSTON AND
BOSTON SMSA

		Number of Families as a Percent of Total Families	
INCOME RANGE	BOSTON	SMSA (1)	
under 1,000	3.5	2.0	
1,000 / 1,999	5.7	2.9	
2,000 / 2,999	7.4	4.2	
3,000 / 3,999	9.9	6.2	
total families under \$4,000	26.5	15.3	
4,000 / 4,999	12.4	9.3	
5,000 / 5,999	14.8	12.2	
6,000 / 6,999	11.6	13.0	
7,000 / 7,999	9.2	11.0	
8,000 / 8,999	6.9	8.8	
total families \$4,000 through \$9,000	54.9	54.3	
9,000 / 9,999	5.0	6.6	
10,000 / 14,999	10.3	15.4	
15,000 / 24,999	2.7	5.9	
25,000 and over	.6	2.5	
total families over \$9,000	18.6	30.4	
TOTAL	100.0%	100.0%	

(1) Excluding Boston

Source: U. S. Census of Population 1960.

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Table A-3
AGE DISTRIBUTION OF BOSTON WHITE AND
NON-WHITE POPULATION 1960

Age Group	Population White	Percent of Total	Non-White Population	Percent of Total
0 / 4	56,346	9.0	9,673	14.1
5 / 9	46,903	7.5	7,867	11.4
10 / 14	44,796	7.1	5,984	8.7
15 / 19	47,696	7.6	4,221	6.2
20 / 24	49,363	7.9	5,117	7.5
25 / 29	40,524	6.4	5,335	7.8
30 / 34	37,482	6.0	5,550	8.1
35 / 39	37,262	5.9	5,445	7.9
40 / 44	37,195	5.9	4,287	6.3
45 / 49	38,765	6.2	3,518	5.1
50 / 54	38,765	6.2	2,722	4.0
55 / 59	37,554	6.0	2,444	3.6
60 / 64	34,664	5.5	2,134	3.1
65 and over	81,389	12.9	4,196	6.1
Total, All Ages	628,704		68,493	
0 / 19	195,741	31.1	27,745	40.4
20 / 65	351,574	56.0	36,552	53.4
65 plus	81,389	12.9	4,196	6.1

Source: U. S. Census of Population 1960.

Table A-2
POPULATION, RACE, AND AGE STATISTICS FOR RENEWAL AND IMPROVEMENT AREAS,
1950/1960

	1950			PERCENT			1960			PERCENT			PERCENT CHANGE IN POP. 1950/1960
	TOTAL POP.	NON- WHITE	UNDER 18	18/ 64	65+	TOTAL POP.	NON- WHITE	UNDER 18	18/ 64	65+			
RENEWAL AREAS													
Charlestown	31,332	1.3	34.5	57.5	8.0	20,638	.6	35.5	54.6	9.9	-34.1		
South End	55,459	31.4	21.1	66.2	12.6	33,735	40.7	21.6	61.6	16.8	-39.2		
East Boston	39,526	.2	31.7	61.4	6.9	31,910	.7	32.4	57.3	10.2	-19.3		
Downtown North	29,581	1.3	22.2	68.3	9.5	24,194	1.2	19.1	65.7	15.3	-18.2		
Downtown	8,217	22.7	14.6	72.3	13.1	5,423	35.0	16.4	66.6	16.9	-34.0		
Back Bay	21,228	2.8	9.6	74.5	15.9	18,292	6.2	9.8	73.1	17.1	-13.8		
Jamaica Plain	42,433	.6	30.4	58.9	10.7	41,606	3.7	32.2	55.2	12.6	-1.9		
Parker Hill	49,939	2.0	18.5	69.5	12.0	45,519	8.6	21.5	64.7	13.8	-8.9		
Rox. / No. Dor.	107,899	17.5	29.8	61.2	9.0	82,247	50.4	34.2	55.2	10.6	-23.8		
South Boston	53,072	.1	33.1	59.8	7.1	48,392	.3	34.3	54.1	11.5	-8.8		
IMPROVEMENT AREAS													
Beacon Hill /													
W. End	14,809	1.0	22.1	68.1	9.8	4,672	.9	8.9	74.3	16.8	-68.5		
Dorchester	164,208	.2	27.6	62.9	9.5	158,139	2.1	31.8	56.2	12.0	-3.7		
Roslindale	40,196	.4	24.2	64.4	11.4	39,417	.9	29.4	57.7	12.9	-1.9		
Brighton	67,188	.6	22.6	67.2	10.2	64,169	.9	24.5	61.9	13.6	-4.5		
Orient Heights	11,554	.0	27.2	65.2	7.6	12,182	.3	32.1	58.2	9.7	5.4		
Hyde Park	29,627	.2	32.8	58.6	8.6	34,633	.3	35.3	55.3	9.4	16.9		
West Roxbury	23,533	.0	26.7	61.6	11.7	25,977	.2	29.8	57.9	12.3	10.4		
Other	11,643	—	—	—	—	6,935	—	—	—	—	-40.4		
BOSTON	801,444	5.3	25.9	64.4	9.6	698,080	9.8	27.7	59.0	12.3	-12.9		

Source: U. S. Census of Housing and Population, Boston, Mass., 1950 and 1960.

Table A-4
NET CHANGE IN NUMBER OF RESIDENTIAL BUILDINGS AND DWELLING UNITS 1960/1964

	1960	1961	1962	1963	1964	TOTALS 1960/1964
Buildings erected	436	417	491	670	1,454	3,468
Buildings razed	619	457	279	649	905	2,909
Dwelling units added by new construction	1,529	1,744	2,373	4,032	10,049	19,727
Dwelling units added by Alterations and Repairs	396	553	829	527	893	3,198
Dwelling units eliminated by razing	1,774	1,226	745	1,934	2,554	8,233
Dwelling units eliminated by Alterations and Repairs	56	105	101	95	238	595
NET CHANGE						
Residential Buildings	—183	—40	212	21	549	559
Dwelling Units	95	966	2,356	2,530	8,150	14,097

Source: City Building Department.

Table A-5

ESTIMATED CAPITAL PROGRAM EXPENDITURES BY YEAR AND TYPE OF FACILITY,
1963/1970+ (in millions of dollars)

FACILITY CATEGORY	1963	1964	1965	1966	1967	1968	1969	1970+	TOTAL
Education	17.3	19.7	16.5	19.4	13.0	11.2	13.7	19.1	129.9
Health & Welfare	6.3	.7	.3	1.0	.3	.4	.4	.3	9.7
Recreation	.8	2.2	1.7	1.2	1.1	1.5	.7	.6	9.8
Public Safety	2.3	2.4	1.9	1.4	.8	.4	.8	.7	10.7
Traffic & Parking	7.2	.2	3.2	4.1	6.2	6.2	1.6	.7	28.8
Public Buildings	3.0	2.3	4.5	—	4.0	.9	—	4.7	19.4
Public Works	8.3	10.4	12.7	9.4	9.5	9.5	9.5	9.5	78.8
Total	45.2	37.9	40.8	36.5	34.9	30.1	26.7	35.0	287.1

Source: Boston Redevelopment Authority, *Renewing Boston's Municipal Facilities: Capital Improvements Program, 1963/1975*, (Boston, 1963)

Table A-6

POPULATION AND SALES, BOSTON, SUFFOLK COUNTY, AND METROPOLITAN BOSTON
1954, 1958, 1962

	POPULATION ESTIMATES			RETAIL SALES				
	TOTAL (000)	PERCENT CHANGE	% OF TOTAL U.S.A.	% OF METROPOLITAN AREA	TOTAL (000)	PERCENT CHANGE	% OF TOTAL U.S.A.	% OF METROPOLITAN AREA
1954								
Boston	811.0	—	.449	26.7	1,324,767	—	.779	40.4
Suffolk County	921.4	—	.567	30.4	1,407,987	—	.828	42.8
Metropolitan Area								
Outside Boston	2,216.4	—	—	73.3	1,960,436	—	—	59.6
Total Metropolitan Area (1)	3,027.4	—	1,860	—	3,285,203	—	1,930	—
1958								
Boston	748.2	-7.7	.428	24.5	1,417,317	7.8	.706	34.6
Suffolk County	843.4	-8.5	.482	27.8	1,543,937	9.7	.769	37.7
Metropolitan Area								
Outside Boston	2,293.3	3.4	—	75.5	2,672,036	36.2	—	66.4
Total Metropolitan Area (1)	3,041.5	0.5	1,739	—	4,089,353	24.4	2,037	—
1962								
Boston	668.4	-10.7	.357	21.1	1,505,938	3.1	.640	32.6
Suffolk County	762.3	-9.6	.407	23.9	1,611,549	2.0	.685	34.9
Metropolitan Area								
Outside Boston	2,510.4	8.6	—	78.9	3,106,397	16.2	—	67.4
Total Metropolitan Area (1)	3,178.9	4.5	1,700	—	4,612,335	12.7	1,960	—

(1) Essex, Middlesex, Norfolk and Suffolk Counties.

Source: Sales Management Magazine, Survey of Buying Power, 1955, 1959, 1963.

Table A-7

BOSTON REGIONAL INDUSTRIAL EMPLOYMENT, BY MAJOR INDUSTRY,
1947/1959, ESTIMATED 1970

INDUSTRY GROUP	Empl. 1947	Percent Distrib. 1947		Percent Distrib. 1959	Percent Change in Employ- ment 1947/1959	Estimated Employ- ment 1970	Percent Distrib. 1970	Percent Change 1959/1970
		1947	1959					
Food	36,200	9.3	36,500	8.9	.8	33,000	6.9	-9.6
Textiles	58,300	15.0	21,300	5.2	-63.5	11,000	2.4	-48.4
Apparel	30,900	7.9	31,600	7.7	2.3	33,000	6.9	4.4
Pulp, Paper	12,900	3.3	15,500	3.8	20.2	20,000	4.2	29.0
Printing, Publishing	24,500	6.3	25,600	6.3	4.5	30,000	6.3	17.2
Chemicals	13,500	3.5	10,600	2.6	-21.5	9,000	1.9	-15.1
Rubber	17,500	4.5	22,000	5.5	29.1	18,000	3.8	-20.4
Leather	52,400	13.5	41,400	10.1	-21.0	32,000	6.7	-22.7
Primary Metals	7,800	2.0	7,800	1.9	0.0	5,000	1.1	-35.9
Fabricated Metals	20,200	5.2	20,000	4.9	-1.0	25,000	5.3	25.0
Non-electrical Machinery	28,100	7.2	30,700	7.5	9.3	45,000	9.5	46.6
Ordnance and Electrical machinery	39,400	10.1	82,200	20.1	108.6	132,000	27.8	60.6
Transportation Equipment	5,100	1.3	21,900	5.4	329.4	23,000	4.8	5.1
Instruments	13,800	3.6	17,400	4.8	26.1	27,000	5.7	55.2
Other Manufacturing	28,400	7.3	23,500	5.8	17.3	32,000	6.7	36.2
ALL INDUSTRIES	389,000	100.0	408,600	100.0	5.0	475,000	100.0	16.3

Source: Adapted from Melvin Levin and David Grossman, Industrial Land Needs Through 1980, Greater Boston Economic Study Committee, Boston, 1962.

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Table A-9
SUMMARY OF ALL NEW BUILDINGS AND ALTERATION PERMITS BY PURPOSE, 1960/1964

PURPOSE	NEW BUILDINGS		ALTERATIONS		TOTAL	
	# PERMITS	\$ COST	# PERMITS	\$ COST	# PERMITS	\$ COST
Amusement & recreation places, theatres, halls, movies, etc.	29	19,536,300	175	1,413,300	204	20,949,600
Churches, chapels, synagogues	9	1,130,040	210	1,382,987	219	2,513,027
Dwelling, small, 1-family	2,240	21,557,010	5,189	3,976,500	7,429	25,533,510
Dwelling, small, 2-family	472	6,708,300	5,072	3,905,397	5,544	10,613,697
Dwelling, small, 3-family	47	1,045,500	5,752	3,971,174	5,799	5,016,674
Dwellings, small with stores	1	18,000	1,264	1,213,937	1,265	1,231,937
Dwellings, large, 4-family or more	678	123,658,687	2,263	5,886,292	2,941	129,544,979
Dwellings, large, with stores	8	17,646,100	373	1,335,445	381	18,981,545
Educational buildings, schools, colleges, academies, etc.	19	23,505,100	248	15,501,475	267	39,006,575
Garage and repair shops	187	14,949,180	461	1,042,640	648	16,091,820
Hotel and club buildings	15	27,710,900	225	1,132,190	240	28,843,090
Institutional buildings, hospitals, clinics, asylums	12	19,078,120	248	13,211,115	260	32,289,235
Lodgings, dormitories, homes, convents, etc.	67	35,134,150	876	7,021,377	943	42,155,527
Lodgings with stores	—	—	43	49,850	43	49,850
Manufacturing buildings, bakeries, laundries, etc.	32	4,255,400	710	10,102,730	742	14,358,130
Mercantile buildings, stores, salesrooms, service stations	137	6,712,200	3,175	8,147,520	3,312	14,859,720
Office and bank buildings	98	69,474,000	1,945	26,714,509	2,043	96,188,509
Public buildings	12	28,436,700	101	2,795,250	113	31,231,950
Stables, kennels, etc.	3	32,600	3	1,000	6	33,600
Storage buildings	110	11,045,000	594	2,200,290	704	13,245,290
Miscellaneous	104	2,902,163	209	412,495	313	3,314,658
TOTAL	4,280	434,535,450	29,136	111,417,473	33,416	545,952,923
PERCENT DISTRIBUTION	12.8	79.5	87.2	20.5	100.0	100.0

Source: City Building Department.

Table A-8

BUILDING CONSTRUCTION IN BOSTON 1960/1963
ACCORDING TO BUILDING PERMITS FOR
PROJECTS OF \$100,000 AND OVER

Type of Construction	Number of Building Permits	Distr.	Estimated Cost	Percent Distr.
RESIDENTIAL				
Private	67		53,099,300	
Public (1)	16		7,864,100	
Total	83	22.8	60,963,400	20.5
COMMERCIAL				
Private	98		92,395,100	
Total	98	26.9	92,395,100	31.1
INDUSTRIAL				
Private (2)	33		8,998,200	
Total	33	9.0	8,998,200	3.0
INSTITUTIONAL				
Private (3)	121		98,896,300	
Public (4)	28		35,085,800	
Total	149	40.9	133,982,100	45.1
OTHER (5)				
Total	364	100.0	297,438,800	100.0
TOTAL PRIVATE	319	87.6	253,388,900	85.2
TOTAL PUBLIC	45	12.4	44,049,900	14.8

(1) Boston Housing Authority.

(2) Warehouses, dairies, utilities and manufacturing facilities.

(3) Nursing homes, convents, convalescent homes, schools,

colleges, dormitories, religious facilities, etc.

(4) Post office, library, City Hall and BHA homes for the aged.

(5) Prudential Center Tunnel.

Source: City Building Department.

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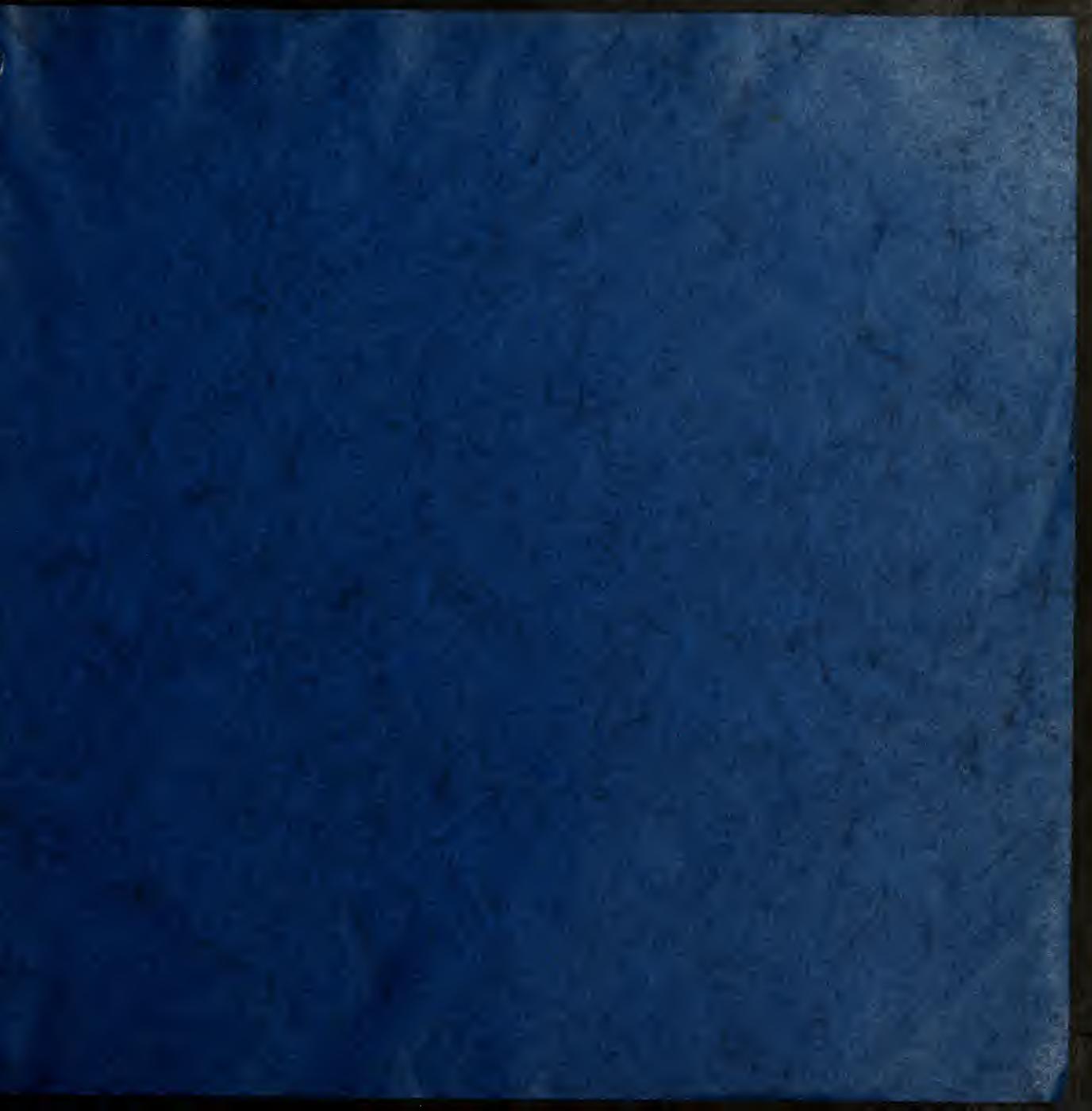
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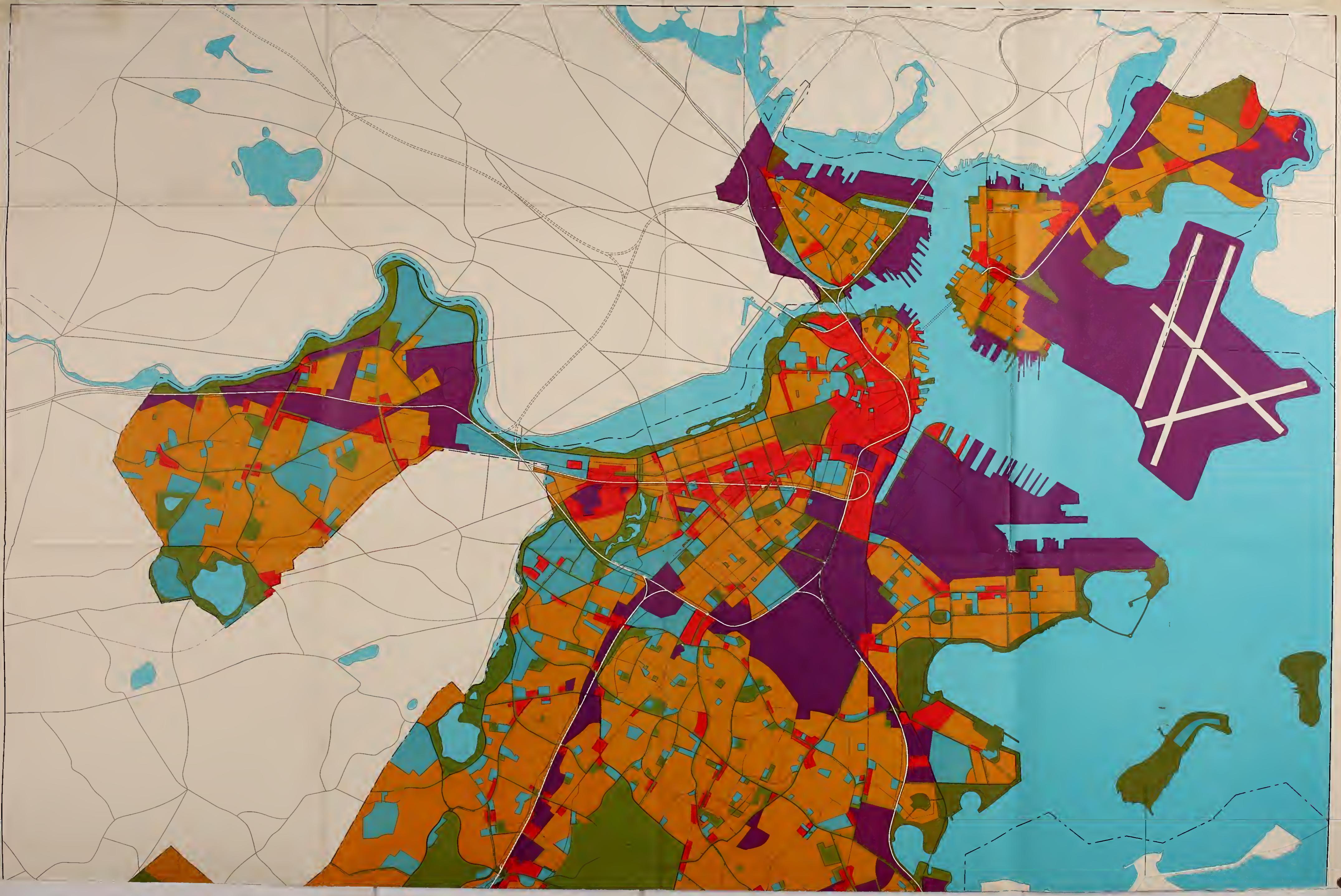
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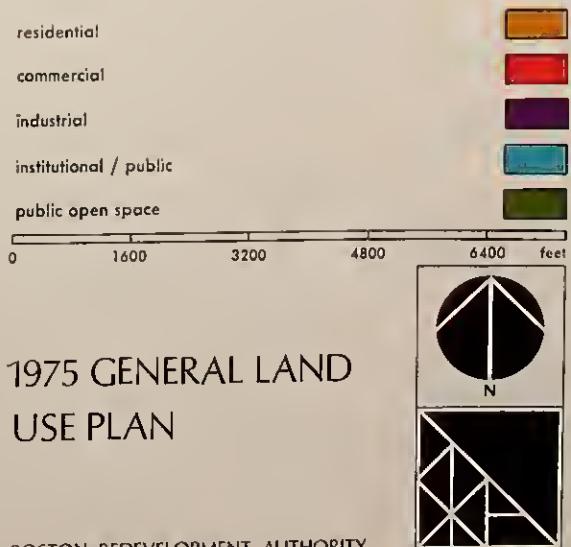








1975 General Land Use Plan for the City of Boston. This map is the graphic representation of all major land use policies and recommendations made in the 1965/1975 General Plan for the City of Boston and the Regional Core. Since the Plan is a general statement of long-range development goals, this map should also be viewed as a guide and not as an absolute commitment to new land use development over the next decade. In this capacity, it will play an indispensable part in setting future statutory requirements for comprehensive, long-range standards for redevelopment projects and zoning amendments and variances (see Chapter II). For comparison with the Existing Land Use Map, see Figure IV-3. Policies underlying the projected land use changes are summarized in Chapter IV.





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Map 2

Illustrated Re-use site plan
for the Regional Civic

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map 2







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- 1: 1975 General Land Use Plan.
- 2: Illustrated Re-Use Site Plan for the
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